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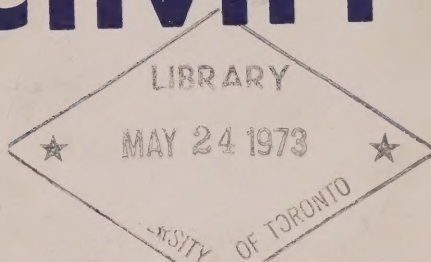






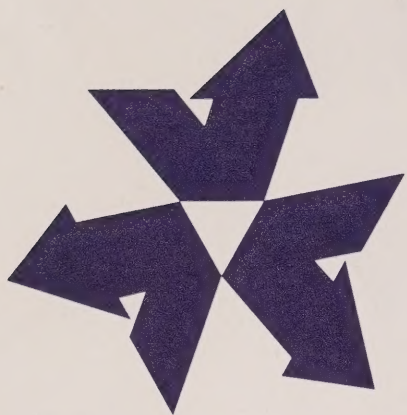
# COMMITTEE ON GOVERNMENT PRODUCTIVITY

Report number ten  
summary



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STRUCTURE STRUCTURE  
HUMAN RESOURCES  
DECISION-MAKING  
DATA PROCESSING  
REAL PROPERTY  
COMMUNICATIONS  
INFORMATION  
GOVERNMENT  
PRODUCTIVITY  
INFORMATION  
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REAL PROPERTY  
DATA PROCESSING  
DECISION-MAKING  
HUMAN RESOURCES  
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REPORT NUMBER TEN

*Report to the Executive Council  
of the Government of Ontario:  
a Summary*

*March, 1973*



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*Director and Senior Vice-President  
John Labatt Limited*

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**H.S. Damp**

*Secretary and  
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TO HIS HONOUR

THE LIEUTENANT-GOVERNOR OF THE PROVINCE OF ONTARIO

MAY IT PLEASE YOUR HONOUR:

We, the members of the Committee on Government Productivity, appointed by Order-in-Council, dated the 23rd December, 1969, to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and effectiveness of the Government of Ontario, submit to Your Honour, herewith, our tenth and final report.

*John H. Horgan*  
Chairman

*H. G. MacDonald*  
*Dicklin*

*W. J. H. Horgan*

*C. Hay*  
*L. Wolfe*

*J. H. Clark*  
*C. E. Branson*

*E. J. B. B. B.*  
*J. H. B. B. B.*  
*A. H. B. B. B.*

March, 1973



COMMITTEE ON GOVERNMENT PRODUCTIVITY  
Ontario



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## INTRODUCTION

The Committee on Government Productivity was appointed by Order-in-Council, December 23, 1969, "to inquire into all matters pertaining to the management of the Government of Ontario," as set forth in Appendix 1.

In the Committee's first interim report, we formalized our objectives:

- ♦ *to recommend to the Cabinet realistic and practical ways by which the management of government can be made more efficient, effective and responsive;*
- ♦ *to help, as required, in the implementation of recommendations which may be approved while the Committee exists;*
- ♦ *to recommend measures which will help assure that the implementation of its final recommendations will take place after the Committee is disbanded.*

To achieve these objectives, the Committee developed a specific plan of action:

- ♦ a series of interviews with ministers, leaders of the opposition parties and senior public servants;
- ♦ a study of written submissions from special interest groups from the public at large and from public service employees;
- ♦ a review of past studies, their recommendations and the success of their implementation, where applicable;
- ♦ a series of visits to and contacts with other jurisdictions including the governments of Canada, Quebec, Manitoba, Saskatchewan, the United States, California, New York, England and Sweden;
- ♦ a series of horizontal studies cutting across all departments on the management of resources — human, financial, real property and automatic data processing — which the government uses to carry out its programs;
- ♦ an examination of three elements in the structures and organization of government: the central decision-making bodies, the departments, and boards, agencies and commissions;
- ♦ an examination of public access to government information, the flow of information from the public to government, and the flow of information within the government;
- ♦ a study of the issues and questions surrounding increased citizen

- ✓ involvement in public decision-making;
- ♦ the development of an implementation strategy to ensure that appropriate action would be taken on recommendations accepted by Cabinet.

Over 200 recommendations to improve the management of the Government of Ontario have resulted from these activities. These recommendations and the reasoning behind them are contained in our nine published reports. Appendix 2 provides an index of these reports and recommendations. Copies may be obtained at no cost from the Director of Printing Services Branch, 9th Floor, Ferguson Block, Queen's Park. Supporting these reports are substantial working papers, sub studies and survey reports, all of which have been catalogued and deposited with the Archivist of Ontario and are being used extensively by the implementors and researchers.

No recommendations are submitted in this, our tenth, report. We present a summary of our studies to serve as a guide to those in the Government of Ontario who are affected by the results of our inquiry and to those in other jurisdictions who may be involved in projects of similar magnitude and complexity.

✓ The study was the first of its kind in the Province of Ontario and differed uniquely from comparable inquiries in other jurisdictions over the past decade. In conducting our study we innovated and pioneered in the methods adopted while at the same time we benefitted greatly from the experiences of similar projects in other jurisdictions.

We have been pleased with the progress made in the implementation of recommendations which have been approved by the Government. We extend our sincere appreciation to the many persons, both inside and outside of the Government, who contributed their time, experiences and ideas on behalf of the Committee in the conduct of our work. To name one would be to name hundreds because that many were involved. Appendices 3 to 15 give an indication of the large number of people who, in one way or another, participated in the Committee's deliberations and made a contribution towards our recommendations. We thank them all.

During the course of the project we had the complete interest and backing of first Premier John Robarts and then Premier William Davis as well as from their respective Treasurers, to whom we reported, the Honourable Charles MacNaughton and the Honourable Darcy McKeough. Their support, and that of Cabinet, formed the key element of the prompt implementation of the bulk of our recommendations.

The first section of this report provides a summary of our major findings and recommendations; the second highlights the rationale for the

inquiry and describes the methodology used. In the third section we present a status report on the approach taken toward implementing our recommendations and the progress evidenced at the time of going to press.

In the fourth section we indicate certain additional areas of study which we were unable to undertake, but which we believe have potential for further improvements. Finally, in the fifth section we discuss a program to monitor and evaluate the benefits of changes resulting from our work.



## MAJOR FINDINGS AND RECOMMENDATIONS

We were aware of the substantial development and communication of ideas on management practices that has occurred between organizations in the public and private sectors in Canada and in other countries. This is due, in large measure, to the similarity of management problems found in most large organizations. For example, financial systems must be devised to control financial resources. Sound decisions in any organization depend on information and therefore, information systems must be developed, often using sophisticated data processing equipment. And common to every organization are people who require a suitable organizational environment if they are to be fully productive.

While acknowledging these similarities, we were also aware that the management of government presents many challenges and complexities not found in the private sector. Foremost among these is the need to ensure that elected representatives remain fully responsible for policy decisions and for all organizations accountable to the Legislature. This principle remained uppermost in the minds of the Committee when considering proposals for improvement of management practices and policy.

Other differences also significantly affected our deliberations. For example, the role of the Legislative Assembly, which was excluded from our terms of reference, and the collective responsibility of Cabinet was a parliamentary tradition carefully guarded. As well, the need for a democratic government to strive continuously to develop fuller two-way communication between the public and the government was taken as a basic requirement for efficient, effective and responsive services to the public.

In developing a plan of action to carry out our mandate we found that previous studies of management and administration in government tended to catalogue instances of old-fashioned practices and inappropriate policies that had plagued governments in the past. Rather than follow this approach it was decided to focus more on the future by attempting to develop the requirements of management practices for the decade ahead.

Managing the affairs of the Government of Ontario is complex and of significant magnitude. No business enterprise in Canada is as large as that of the Ontario Government. As a public enterprise, only the Government of Canada exceeds its annual expenditure.

In this situation it is imperative that the best and most appropriate management practices be adopted to deploy limited revenues efficiently and effectively. The management style of the Ontario Government in the decade ahead requires:

- ♦ a decision-making process at the Ministerial and upper levels of

the public service which will facilitate policy and priority setting;

- ♦ systems to provide continuous evaluation of the efficiency and effectiveness of government programs;
- ♦ an organizational structure which distinguishes between responsibility for policy formulation and planning on the one hand and program delivery on the other;
- ♦ the delegation of authority and commensurate responsibility for decision-making on day-to-day matters to lower levels of management within ministries and agencies;
- ♦ the existence of a corporate structure and philosophy within the total organization of the Government of Ontario which will facilitate good communication and coordination of effort among the many diverse agencies;
- ♦ a program to develop increased managerial capability throughout the service.

In the course of our work we identified seven major problem areas which would face the management of the Ontario Government in the 70's. These were:

- ★ ♦ the heavy time demands on a Minister's time;
- ♦ the demand for services outstripping available revenue;
- ♦ the increasing interdependence of all government activities;
- ♦ managing in a varied, rapidly changing environment;
- ♦ effective utilization of human resources;
- ♦ the relationship between citizens and their Government;
- ♦ the productive use of common services.

What follows is a brief description of each of the challenges within these areas and a summary of the major improvements proposed to meet the objectives for improved management as set forth above.

### **Making the Most Effective Use of a Minister's Time**

As indicated in our third interim report two of the most significant but least recognized facts about the role of a Minister are its extraordinary complexity and the heavy time demands on the individual. The Legislature is meeting for longer periods each year. Ministries have grown larger and more complex. Constituency business and activities, such as

meetings with the public, speech-making, and attendance at various functions are all demanding more time. The resulting dilemma is that while these demands are piling up, the responsibilities of Ministers for such matters as policy and setting priorities are becoming increasingly complex.

The Committee recognized this dilemma early in its work, and concluded that the demands on a Minister, if anything, would increase in the decade ahead. The following improvements were suggested in Interim Reports One, Two and Three, to attempt to deal with this challenge:

### *The Creation of Provincial Secretaries*

In our third interim report, we submitted that a Minister could not reduce his involvement as a member of the Legislature, as a representative of a constituency, or as a leading figure in a political party. Only his responsibility as the senior executive of a large and complex operating ministry lent itself to organizational remedy.

We therefore reached the conclusion that a new kind of Minister was needed — one who would be completely free of the responsibilities and burdens of a chief executive of a department. Called Provincial Secretaries, they would provide leadership in the development of policy for those reasonably separate and distinct areas of public affairs arranged into relevant Policy Fields.

Thus, two distinct types of Ministers were envisaged: Provincial Secretaries and Ministers with program responsibilities. There would be no reporting relationship between a Provincial Secretary and the other Ministers within a particular policy field. Indeed, a Provincial Secretary would not have responsibility for, nor control over, a Minister's program management or his policy proposals.

### *Cabinet Committees*

Enlarging the role of cabinet committees in the development and consideration of policy proposals was a second step which would allow a Minister to deal more effectively with the increasing pressures on his time. This principle, first recommended in Interim Report Number One and later endorsed in Interim Report Number Three, would ensure that policy issues were discussed thoroughly by a small group of Ministers before full Cabinet consideration. The result would be fewer and more streamlined cabinet meetings, thus permitting the additional time required for ministers, in smaller committees, to analyze and coordinate policy development in their areas of responsibility.

Many of our recommendations in subsequent reports relate closely to the establishment of a cabinet committee system. For example, in our



report on Real Property Management, Interim Report Number Eight, one of the first issues dealt with is determining the appropriate cabinet committee for the initial consideration of land policy.

Also related to the establishment of a cabinet committee system was the recommendation for more formalized cabinet procedures on such matters as the preparation of legislation, the handling of cabinet documents in the Cabinet Office, and the preparation by ministries of cabinet documents.

### *The Provision of Support Staff*

For a cabinet committee system to function effectively, we recommended that there must be a corresponding development of support staff. Such support staff would be seconded from departments and drawn from outside of the Government. They would have a threefold function:

- ♦ to ensure adequate documentation for informed decision-making;
- ♦ to coordinate studies and analyses, using ministerial resources;
- ♦ to assist the committee chairman in coordinating activities with those of other committees.

These appointments would be for a specific renewable term of two to five years.

### *Chairman of the Management Board<sup>1</sup>*

In past years, the Treasurer of Ontario has also assumed the position of Chairman of the Treasury Board. Given the expanded role of both of these functions and the expectation that added responsibilities would make the position too onerous for one Minister to handle, we recommended the appointment of a full-time chairman of this important cabinet committee. Relieved of ministerial responsibilities, the chairman would have the time necessary to consider properly the issues before him. In addition, the possibility of the public service controlling policy formation would be reduced. ✓

### *Parliamentary Assistants*

Another way of helping a Minister in charge of a major portfolio to meet the heavy demands on his time is through the greater use of Parliamentary Assistants to provide specialized assistance, such as introducing Bills, making policy statements, meeting delegations, and replying to questions in the House.

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1. Formerly called the Treasury Board

The Committee first endorsed this principle in general in its first interim report. In Interim Report Number Three we recommended that Parliamentary Assistants be appointed to aid the Treasurer. One of the major responsibilities of these Parliamentary Assistants would be to provide opportunities for a two-way flow of communication between local governments and the Provincial Government in order to assist the Minister in both his external relationships and his policy-making role.

### **The Demand for Services Outstripping Available Revenue**

In the past decade, Provincial revenues and expenditures grew rapidly. Several factors suggest, however, that revenue growth in the 70's will not be sustained at similar rates and that growth in expenditures will have to be curtailed.

- ♦ First, the creation of new revenue through entry into new tax fields is unlikely in the 70's because of the already high total tax burden. This is contrasted with the 60's when the Province was able to enter new tax fields, such as retail sales.
- ♦ Second, net inflows of cash from the introduction of such programs as the Canada Pension Plan helped the Province sustain increasing expenditures in the latter part of the 60's. By about 1976 this net inflow is likely to diminish as payments out of the fund increase.
- ♦ Third, in the case of personal income tax, it is also unlikely that significant gains can be made. Existing agreements with the Federal Government, coupled with the prevailing high rates of tax, limit the Province's revenue growth from this source to the normal amount expected from population increase, rising incomes, and inflation.
- ♦ Finally, in the areas of Federal-Provincial shared cost programs, the first of several major agreements will come up for renewal in about two years. At that time, a decision by the Federal Government to set guidelines for its share of the costs, or to opt out altogether would result in significant pressures on overall Provincial revenues.

To deal with the eventuality of pressures on revenue, we made several recommendations:

#### *The Establishment of a Policy and Priorities Board of Cabinet*

Since most major sources of revenue have been tapped, the emphasis must shift in the years ahead from finding new sources to making

the best uses of existing ones. To accomplish this, the establishment of an improved priority-setting process was recommended in Interim Report Number Two. At the centre of this process would be a senior cabinet committee called the Policy and Priorities Board, having two major responsibilities.

The first would be to advise the Cabinet on overall government priorities. To accomplish this task, the Board evaluates all major proposals coming from ministries, task forces, and cabinet committees. In addition to new program proposals, the Board initiates re-evaluations of selected on-going programs in order to advise Cabinet on the degree of their continuing importance relative to the public need and available government resources.

The second major responsibility of the Board would be to identify and initiate policy analysis on those issues which were not being examined currently by any ministry or agency.

In our third interim report, we recommended that the Policy and Priorities Board be composed of the Premier as Chairman, the Provincial Secretaries, the Treasurer, and the Chairman of the Management Board.

The Policy and Priorities Board and the Management Board would be linked by the common membership of the Treasurer and the Chairman of the Management Board.

### *Strengthening the Function of the Management Board*

A second approach to ensuring that productive use be made of existing resources within the Government was to enhance Management Board's capabilities to:

- ♦ monitor and evaluate managerial efficiency and effectiveness in the delivery of internal common services and the management of programs and activities for the public;
- ♦ approve operating policies on matters such as common services to government agencies, accounting methods and requirements, personnel and staff relations;
- ♦ monitor and improve the overall organizational design of government.

An outline of the Management Board responsibilities is given in Interim Report Number Two.



### *Experimentation With Contract Mechanisms*

A final approach to prepare Government for cost/revenue pressures in future years would be to begin early experimentation with widening the use of government contracts for service with the private sector.

One way is through the issuance of Requests for Proposals whereby the government invites public and/or private agencies to bid on the delivery of certain services. Contracts cover program specifications, criteria for desired performance and costs.

Widely applied, this concept results in significant delegation of a substantial degree of responsibility for program delivery to agencies outside the government. Its primary advantages are greater access to community resources previously untapped and greater flexibility to evaluate, adjust or eliminate programs which are no longer as beneficial to the public as when originally conceived.

Another way is to stimulate competition between the public and private sectors for services to program managers. In our interim reports, particularly Numbers Five and Eight we set forth the rationale and recommendations for greater competition and increased use of outside sources to program managers in the provision of services to the public.

Our concept is that:

- ♦ a major role of the Management Board is to establish and ensure compliance with policies and procedures for program delivery;
- ♦ operating ministries are accountable for the efficient utilization of resources and the effective achievement of program objectives;
- ♦ program managers should have the decision-making discretion and latitude to use the most appropriate resources for program execution;
- ♦ greater use of non-governmental resources should be encouraged where economies are indicated.

### **The Increasing Interdependence of Government Activity**

Although in the past most of the programs in any one unit of government could be regarded as being separate and distinct, it has become increasingly clear that this is no longer the case. For example, in building highways the Ministry of Transportation and Communications is, in fact, exerting an important influence on the environment, on Ontario's trans-

portation facilities as a whole, on other forms of communications, on recreation, and on regional development. Poverty, unemployment, and urban living are further examples of issues which cannot be compartmentalized neatly because they cut across traditional departmental lines.

The traditional structure was almost rigidly vertical and tended to make interdepartmental coordination difficult. Moreover, there has been a tradition in the Ontario Government for most senior administrators to confine their public service experience to one department or agency.

To deal more effectively with the increasing interdependence of government activity, we proposed a number of changes for improvement:

### *The Establishment of Policy Fields*

A policy field corresponds to a major mission of government and should include programs and activities for which basic objectives are substantially interrelated and complementary. As such, it should encompass and integrate major problems going beyond the jurisdiction of individual ministries.

The three policy fields recommended were:

- ♦ Social Development
- ♦ Environment and Resources Development
- ♦ Justice

In addition to the establishment of policy fields, we recommended the formation of policy field committees composed of Ministers within their respective policy fields under the chairmanship of a Provincial Secretary. This was an application of an earlier recommendation calling for the establishment of a cabinet committee system.

These committees would provide a regular forum in which Provincial Secretaries, Ministers, and their senior officials could discuss issues affecting more than one ministry within their policy field. They also would provide a formal mechanism for ensuring that conflicts between ministries be examined and that the resolution of such conflicts be based on well-developed and supported arguments.

Additional detail on the policy fields and the ministries within each policy field can be found in Interim Report Number Three and in the third section of this report which discusses implementation progress.

### *The Development of Top Administrators*

A survey of 97 senior administrators, having an average of 17 years

of public service, showed that only 30 had some prior experience in another department or agency.

We concluded that no matter how skilled a manager may be in his specialty or function, he is likely to be curtailed in his ability to perform as an effective manager if he is not trained to see across the complete spectrum of corporate activity. We recommended, therefore, that the government formulate a policy and implement a planned program designed to give selected managers the opportunity to obtain experience in other areas of government operations.

Full details on what elements should be contained in this plan and on the criteria under which individuals might move from one ministry or agency to another are to be found in Interim Report Number One.

### *The Increased Use of Task Forces*

Task Forces can provide an effective means of responding quickly to crisis problems or situations for analysis which cross several ministerial boundaries.

To function effectively, a task force should have a clearly defined charter and objective, a budget and a specific time frame. The members of the task force should represent disciplines related to the problem and might come from inside or outside the public service on a full or part-time basis.

It is also essential that the task force report to a person or body at or near the top of the structure, so that ministerial loyalties are secondary to the overall best interests of the Government.

### *The Development of Ministry Offices*

Ministries are in many ways microcosms of the total organization. They consist of a number of units — several programs which formerly made up the department and an average of ten boards, agencies, and commissions — which are diverse in size, structure and mission. Despite this diversity, the problems and issues with which these units deal are becoming increasingly interrelated.

At present, only the Minister himself deals with these interrelated problems. Because of the enormous demands on his time and the small size of his present staff, many agencies operate with almost complete autonomy, experiencing little or no integration with the rest of the portfolio or with the rest of the Government.

One way to achieve integration within a ministry is to establish a Ministry Office, headed by a Minister and supported by a small and highly



capable staff. It would advise the Minister on policy and priorities and would coordinate and evaluate ministry programs.

One key implication of a Ministry Office is that, by giving the Minister an added evaluation capability, it would provide a further means of decentralizing many decisions on operating or administrative matters to those individuals within the operating program or agency responsible for program implementation.

### **Managing in a Varied, Rapidly Changing Environment**

During the last two decades, the face of Ontario has been totally transformed by an accumulation of social, technological, economic and demographic changes. In 20 short years, Ontario's economy has gone from a predominately agricultural one to that of the leading manufacturing province in the country. Population has increased from just under 4,500,000 to nearly 8,000,000 and today it is estimated that more than a quarter of the population is represented by ethnic groups who have immigrated in those 20 years. Ontario's highly modernized education system with its rapidly growing sophistication, which developed in response to a barrage of technological advances throughout the world, virtually did not begin to take on its present form until a decade ago.

The face of the Ontario Government has also rapidly changed during this period. Expenditures have risen from just above a quarter of a billion dollars in 1950 to over \$4.9 billion in 1971. Over 66,000 people are employed by the Province. Managing such a large and varied organization in an era of rapid change may present Ontario politicians and public servants with their most difficult challenge in the decade ahead.

We made a number of recommendations to better prepare the Government to meet this challenge:

#### *Developing Flexibility in Organizational Design*

Although planning for change is largely a matter of attitude and process, structure helps significantly in creating an environment conducive to change. In the past, uniformity of organizational design and management style has been considered desirable, possibly because in earlier circumstances that kind of organization was easier to understand and to evaluate. However, if an organization is to operate effectively in a number of different environments, then variety, as opposed to uniformity, must be appreciated and encouraged.

We, therefore, strongly endorse the principle that organizations responsible for program delivery must be allowed considerable latitude and

variety in the use of management methods and organizational designs. This will enable ministries, branches, agencies, boards and commissions to manage themselves in ways which respond with sensitivity and precision to the needs of the public.

### *Improving Government's Capability to Anticipate Change*

Several of the proposals for improvement, presented in our interim reports, were designed to enhance the Government's capability to anticipate change. The establishment of Provincial Secretaries provides more ministerial time to think about the changing environment and the appropriateness of present policy to deal with changes. We also suggested that the Policy and Priorities Board, in order to handle its current responsibilities effectively, would need to develop a long-term strategy of where the Government is going and why. Such a strategy would be based on the continuing evaluation of the longer-term needs of the people of Ontario, the desired role of the Government, and its financial capabilities in the years ahead.

Finally, we recommended that the Management Board should assume the responsibility of monitoring the organizational design of the Government as a whole, and suggest changes so that the organization adapts, evolves and restructures itself in response to the society which it serves.

### *Developing Flexibility in Personnel Policy*

In Interim Report Number Six, we considered the utilization of human resources, and put forth a number of recommendations designed to allow the Government more flexibility in responding to changes in priority and program. For example, some simplification of the personnel management systems, such as the proposal for the broadbanding of classifications, was suggested to allow more rapid deployment of resources in changing situations.

Other recommendations were aimed at improving mobility both within the public service, and between the public service and the private sectors. To facilitate the latter, for example, it was proposed that new entrants into the Government be permitted to purchase pension credits. More emphasis should also be given to on-the-job training and the enhancing of other training and development opportunities at all levels.

A final set of recommendations was designed to ensure that the Government's programs be staffed with the right numbers and kinds of people in the right places at the right time. To achieve this goal in a changing environment, we proposed that high priority be given to the development of a manpower plan. Such a plan would be developed and updated, broadly speaking, in two steps: first, by forecasting what the organizational needs

may be and the manpower supply that will be available at various times; second, by designing methods of recruiting new employees, developing staff already employed, and providing for the replacement of key personnel, as necessary. By these means, the Government can achieve the most productive allocation of manpower and increased organizational effectiveness.

### *Improved Information Systems*

Good decisions often depend upon the quality of information on which they are based. It becomes imperative as conditions change to have information which is both timely and relevant. Consequently, many of our recommendations were made to improve present information systems.

In Interim Report Number Three, for example, we endorsed the principle that decision-makers should have at their disposal numerous and varied sources of information and analysis for decision-making. Indeed, the process established for Cabinet decision-making on policy makes certain that, in practice, this principle will be realized.

Another set of recommendations for improved information is contained in our eighth interim report on real property management which calls for the establishment of a government-wide centralized inventory of owned and leased real estate assets for the use of program managers.

Similar recommendations were developed from our study on management information systems as presented in Report Number Nine. These called for the review and improvement of a number of financial information systems, and the further development of a single Planning, Programming and Budgeting System of management. This system should also provide the data required for other central management financial information needs, such as cash forecasting, public accounts, economic analysis and supply management.

### *More Emphasis on Experimentation*

Innovation cannot be a one-time exercise. The process of self-evaluation on the part of government must be continuous. As an operating principle, government must always be ready to make modifications in structure and to welcome adaptation and adjustment.

To ensure that this operating principle becomes a reality, we submit that an organization must be willing to experiment continuously with new management ideas. Greater use of experimentation ensures that a positive attitude toward change is always present and, in addition, provides managers with a more accurate assessment of the implications encompassed in a proposed change.

In Interim Report Number Three, we put forward some concepts which were extensions to the recommended new structure and which called for early experimentation including ministry offices, separation of policy-making and program delivery, contract mechanisms, organizational decentralization, and citizen contribution to government decision-making.

## **Effective Use of Human Resources**

The people who make up the Public Service are the single most valuable resource available to the management of government. As such, their effective utilization has always been of fundamental importance. But several factors suggest that this challenge will take on even greater complexity and significance in the decades ahead.

As it is difficult for a large diversified organization to adapt and evolve in a rapidly changing environment, many of our Committee's recommendations are designed to increase the flexibility of personnel policies to allow for more rapid adaptation.

A second factor adding to the challenge of utilizing people productively is the current attitudes of young people to authority. Future public servants will probably show more self-confidence and sophistication and hold more critical viewpoints than their predecessors. Through formal and informal opportunities, such as extension courses, television and travel, the general level of education has risen, and with it the level of expectations. If these expectations of young people are to be satisfied within the Public Service, particular attention must be given to creating enough meaningful and relevant job opportunities at all levels.

In the previous section, we referred to a number of improvements such as the increased use of manpower planning and the development of greater flexibility in personnel policies, to prepare the Government for the 70's. Additional improvements in the utilization of human resources were proposed in a number of areas:

### *A Shift Toward Greater Managerial Scope*

With the increase in the number of people, dollars and programs and the increasingly technical nature of government, it is becoming less and less possible for central agencies to exert effective control over departmental operations. At the same time, it may become more difficult for government to attract and hold intelligent and highly motivated individuals who will tend to reject centralized control of their operations, especially if they see anomalies or inconsistencies in the central control.

For these reasons, a number of recommendations were made



which give the operating managers greater freedom in choosing and managing the resources necessary to achieve his or her objectives. A few are cited.

- ♦ The present system of centralized control of classification should be converted to one where standards are set centrally but where the responsibility for applying classification standards would be delegated to each ministry.
- ♦ Decisions on training and development should be made the responsibility of program managers.
- ♦ Ways should be provided whereby an employee can participate in setting his job objectives and planning his own career.
- ♦ The pre-audit function should be transferred from the Provincial Auditor to the ministries.
- ♦ Program managers should be allowed to buy common services, such as automatic data processing and personnel services within or outside the Government.
- ♦ Responsibility for publishing ministry material should rest with the ministry itself.

To permit program managers more freedom in managing resources within their ministry, several prerequisites are necessary. First, because the setting of government policy must remain the responsibility of Cabinet, Cabinet policies must be made as explicit as possible so that the public service managers understand the intent and can manage accordingly. Second, Management Board must develop the capability to post-audit program manager's decisions to ensure that broad government-wide standards have been adhered to. And third, Cabinet must continually evaluate the programs and the competence of program managers in terms of their use of resources to achieve stated objectives.

### *Goal Setting and Performance Review*

In the last few years, important changes have been taking place in the philosophy of management found in most of the advanced governments of North America and Europe. These changes mark a new phase of attainment in the public sector in setting priorities and in the organization and evaluation of work. Whatever the name given to the process — output budgeting, program analysis and review, or, as it has become known in Ontario, Planning, Programming, Budgeting (P.P.B.) — and whatever the local emphasis, the effect has been to make managers of public programs define their aims more clearly and then relate those aims to the available resources and to the results.

It is a keystone recommendation of this Committee that the

Government adopt a similar approach to the management of its employees in the Public Service. For specific jobs, work goals should be developed which are consistent with the goals of the organization or of work groups. Similarly, a performance review system should be established which judges the output of each job in the light of its goals.

The Committee does not in any way underestimate how long and difficult a process this will be. For one thing, program goals of the future are likely to change continuously, reflecting modifications in government goals as these respond to altered priorities. While the difficulties of developing output criteria for job evaluation will be great, an assessment of results is necessary for judging whether the jobs and their goals are consistent, and whether work is being done well. Thus, we are convinced that if work is to be meaningful for the employee and useful to the organization, the P.P.B. philosophy is essential to the Government's personnel management practices.

The program manager, who will be responsible for setting his program objectives, should take the lead in the development of job goals and output measurements for the positions within that program. Job descriptions, classifications, training and development should be related to these goals. Merit pay should be given for superior performance by particular individuals as rated by performance review.

As individuals develop their competence to achieve particular job goals, they should have a voice in the process of setting those goals and defining the measurement criteria. Provided that their competence continues to improve, they should be largely left alone to achieve the job goals within certain guidelines.

Further detail is provided on goal setting and performance review in Interim Report Number Six.

### *Effectiveness and Equity in Fringe Benefits and Working Conditions*

Traditionally, the package of fringe benefits and indirect compensation offered by the Public Service has been very progressive. Nevertheless, there are substantial pressures to continue the upgrading of benefits. The Committee would support improvements, provided that they contribute to greater effectiveness and equity and can be shown to benefit employee and employer.

We believe that the group of benefits offered to public servants should compare favourably with such benefits offered elsewhere, in the public or the private sector. We do not exclude the possibility that the Government of Ontario may offer a particular benefit which is more progressive than its counterpart in any other jurisdiction. But we do not

believe that the Government should lead in all areas at all times.

While many of the recommendations were contingent upon studies of cost not yet made, we suggested improvements or reviews in several important areas:

- ♦ sick leave and attendance credits;
- ♦ life and health related insurance plans;
- ♦ leaves of absence;
- ♦ pension plan and early retirement.

We also recommended that there be more flexibility in hours of work; that the upgrading of inferior facilities be continued, and that an employee be protected against unreasonable expense when moved at the request of the employer.

More detail on the precise nature of recommendations in these areas can be obtained by referring to Interim Report Number Six.

### **Relationship between Citizens and their Government**

One of the most remarkable phenomena since World War II has been the extent to which government has become involved in the lives of ordinary citizens. Already, this involvement has surpassed anything conceptualized by old line socialists, let alone those devoted to laissez-faire government. Furthermore, it is impossible to predict if or where a new line will be drawn.

With this pervasiveness may well come a feeling on the part of many individuals that they are losing control over the direction of their lives. Indeed, as the Federal Government's Task Force on Government Information stated in 1969, it may be the paradox of our times that, in the interests of improving the welfare of the individual, governments have grown so huge and so complex that the individual feels that he does not personally matter to them.

The challenge then in this age of big government is to give the citizens a chance to be heard and make a positive contribution to their government.

Several improvements were suggested to meet this challenge.

#### ***The Role of the Provincial Secretary***

As mentioned earlier, Provincial Secretaries are a key element in

the new policy-making system for the Ontario Government. They do, in fact, constitute the Policy and Priorities Board of Cabinet, along with the Premier as Chairman, the Chairman of the Management Board and the Treasurer.

A major aspect of a Provincial Secretary's role, as proposed by the Committee, affects his relationship with the general public. Once freed from the administrative responsibilities of a portfolio, he would be in a position to devote more time and thought to improving the linkages between government and citizens. They would have not only a greater opportunity to expound government policy but also more time to judge the effectiveness of government programs through citizens' reactions.

As an example of how they might go about this, we suggested early experimentation with the British green paper concept. Unlike the white paper, a green paper is not designed as a statement of government policy. Rather, it outlines several alternative policy positions which a government is considering, and it affords the opportunity for citizens or groups to respond. The development of green papers as a process for eliciting and recording responses would be a complex challenge which would fit very well into the terms of reference of a Provincial Secretary.

### *Improving Communications Between Government and its Citizens*

If government is to respond to the citizen, it must improve communications in positive ways. Consequently, the Committee devoted an entire report, Interim Report Number Seven, to proposing improvements in this area. Some of the highlights from this report are summarized.

### *Communications Policy*

The lack of a clearly stated government communications policy and the traditional and natural tendency for governments to *say as little as possible*, often hampers communications between citizens and governments. An open two-way relationship between the government and the people is crucial to effective government and the overall responsibility for leadership in government communications must rest with the Cabinet.

It is a keystone recommendation of this Committee, therefore, that Cabinet develop and make public a government communications policy and guidelines.

### *Managing the Communications Function*

The management of communications is currently hindered by several factors. None of these is universal throughout the Government, yet each occurs to some degree in various ministries. First, cohesive planning is



lacking. Second, the qualifications of communications personnel, in many instances, have not kept pace with changes in technology and the art of communications. Third, from the Ministers down through all levels of government, there is not an adequate understanding of the communications function. Fourth, no clear day-to-day budgeting procedures exist for communications activities which isolate these expenditures, and relate them to the programs they support. Fifth, no standard policies or requirements exist for measurement of results. Sixth, there are practically no formalized, and very few informal mechanisms for coordinating the communications activities of the ministries. Finally, in most cases, communication within the ministries is inadequate.

To deal with these managerial problems, certain improvements were proposed.

- ♦ Responsibility for communication activities should rest with the program manager being served, and not with the service group creating and implementing the activity.
- ♦ The communications functional components, planning and service, should be separated and when it is decided to use these components internally, they should be located within the Ministry.
- ♦ Educational programs should be designed to give communications personnel opportunities for responsibilities at broader and higher levels in the Public Service through upgrading and updating their communications skills within government.
- ♦ As one means of improving internal communications, an audiocast service should be established on an experimental basis.
- ♦ Improved budgeting procedures for significant communications activities should be adopted which stress clear statements of goals and objectives, and appropriate pre- and post-effectiveness analyses.

### *Community Information Centres*

Research in recent years has increasingly emphasized the need for community information centres as a means for bringing knowledge of available services to the public and as a means for receiving information from the public which is useful to government as a whole or to individual government agencies providing a service.

Our major recommendation in this area called for the establishment of a Community Information Centre Branch, headed by an Executive

Director to put into operation and to test the relative usefulness of the following approaches to the Information Centre concept:

- ♦ centres established, managed, controlled and staffed by the Provincial Government;
- ♦ the community run Information Centre as initiated by the former Department of the Provincial Secretary and Citizenship;
- ♦ an information centre run by a single office or officer of the Provincial Government, applicable perhaps in remote areas of the province where one ministry or agency is considered by the people as representing the government as a whole.

More detail on the Community Information Centre, on managing the communications function and on the need for a communications policy is contained in Interim Report Number Seven.

### *Citizen Involvement in Provincial Government Decision-making*

To-day, the terms 'citizen involvement' and 'citizen participation' are frequently heard expressions of public concern. Both encompass a wide variety of activities. Voting is regarded by many as a form of participation or involvement, and indeed, in Ontario it is generally acknowledged that our representative system of government has evolved into a very sophisticated and enviable form of democracy.

But a strong and valid case can be made for developing and refining channels, in addition to voting, through which citizens can make a more meaningful contribution to the decision-making processes of government. The following arguments are usually advanced in favour of increasing citizen participation.

- ♦ Government at all levels is touching upon more and more aspects of the individual citizen's working and leisure life. It follows that his need, and certainly his right, to influence the effects of government on his existence must be honoured in ways which go beyond his right to vote.
- ♦ One consequence of Ontario's high standards of education is a greater intellectual ability and a desire on the part of some citizens to make a contribution, beyond voting, to the process of government.
- ♦ There are citizens, usually unorganized, who have great difficulty making their desires known to government. Among them are the poor, the elderly, the young and new residents unfamiliar with our system. Yet, without their participation,

the programs meant primarily for their benefit will not respond most productively to their needs.

- ♦ As government grows in size, an increasing sense of alienation tends to develop between a large bureaucracy and the individual citizen.

Yet, a number of compelling questions and issues are being raised as attempts are made to develop mechanisms for increasing citizen involvement. For example, would increased citizen involvement modify the roles of the politician and the public servant? To what extent would greater citizen involvement interfere with planning as an instrument of policy development? Would it interfere with methods of achieving economies of scale? Would it affect the principles of financial probity? Would it not tend to emphasize parochial considerations even more than is now the case?

In recognition of the relevance of these questions for future Provincial Government decision-makers, the Committee has published a working paper, prepared by members of its central staff, entitled *Citizen Involvement*.<sup>2</sup> While the paper does not necessarily represent the views of the Committee itself, it will serve as a useful vehicle for stimulating debate and discussion on this important topic. Out of such debate and discussion will come some clarification of what should be the appropriate response by government.

### More Productive Use of Common Services

There are certain programs within government which are not concerned with the delivery of services to the public. Rather, they involve the provision of certain internal services, common to many ministries and agencies, which aid the program manager in serving the public. Such services include:

- ♦ the provision of land, buildings and structures;
- ♦ personnel services, such as recruiting, training, and development, etc.;
- ♦ management consulting services;
- ♦ automatic data processing services;
- ♦ communication services, such as design and graphics work;
- ♦ purchasing, supply and materials management.

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2. This working paper is available from the Queen's Printer at a price of \$1.00

While the management of these services has always been an important challenge for the Province, two factors make productivity in this area even more essential. First, the cost/revenue squeeze referred to earlier implies that more attention must be paid to the effective provision of these services so that government growth is not expended in the proliferation of self-generating services to government. Second, the rates at which some of these services are growing suggest that management practices appropriate five years ago, may no longer be effective. An example of such rapid growth is provided by automatic data processing services. Expenditures during the past seven years have risen at a rate of 20 per cent per year. Projections indicate that by the fiscal year 1976-77, the annual cost will approach \$40 million. Major principles were proposed in several of our interim reports to govern the management of these resources in the 70's. These principles affect the Management Board as the control agency, the organization providing the service, and user of the service.

### *Management Board Responsibilities*

There are several reasons why policy and standards must be set centrally to govern the use of government resources.

- ♦ In some cases, such as purchasing, and the provision of automatic data processing services, there are economies of scale to be realized. Therefore, policies must be set to ensure that the various ministries and agencies act collectively to realize these economies.
- ♦ In many cases, a question of equity is involved. Working conditions, for example, should not vary too drastically over the public service. Similarly, a central policy is needed to govern the taking of educational leaves.
- ♦ For political reasons, the Government may wish to set certain standards under which these resources are used. For example, the people of Ontario clearly will not tolerate public servants using Rolls Royces to go about public business. On the other hand, a certain minimum standard is expected to prevail in the buildings and structures owned or leased by the Government.
- ♦ Finally, as in any government expenditure, there must be a certain degree of central control to ensure that these resources are used efficiently and effectively. Traditionally, this control has been exerted by Treasury Board by approving, in advance, proposals made by ministries or agencies for the deployment of common service resources. The thrust of many of our recommendations, however, has been to shift this predecision control to more of an 'audit' control by building up the Management Board's capabilities to review decisions after they have been made.



For the reasons listed above, several recommendations have been made — for example, in the areas of real property management, personnel services, supply and purchasing, and automatic data processing — to place the setting of policy with the Management Board.

### *Separating Service and Control*

We believe it is inappropriate for an organization to control and evaluate ministries in their use of resources, and, at the same time, act as a supplier of services to them. By combining these two roles in the Management Board, it would be difficult for the Board to be objective in evaluating the performance of a ministry in using this service. In addition, it would put additional pressures on the ministry to accept the services being offered by the agency who, in the end, approves all its expenditure estimates.

Therefore, we recommended in the third interim report that management consulting services should not be provided by the Management Board's Secretariat, but should be moved to the Ministry of Government Services. Similarly, in Interim Report Number Five, we recommended that the Management Board should not provide automatic data processing services to ministries.

This principle of separating service from control was also applied at the ministry level. For example, in Interim Report Number Seven dealing with Government Communications and Information Services, we recommended that control and service functions be in separate organizational units.

In the case of personnel services, we made an exception to this principle of separating service and control. It was decided to leave certain personnel services under the management of the Civil Service Commission, which now reports to the Management Board, to facilitate implementation of the recommendations on the utilization of human resources. However, we urge that this situation be reviewed within five years.

### *Organizational Forms for Service Units*

In examining each of the major common services, it became clear to the Committee that no simple principle would emerge vis-a-vis the question of whether the service unit should be centralized or whether each ministry should have a service unit.

In the case of A.D.P., economies of scale and needed compatibility of operating systems provided a strong rationale for centralizing both the computer equipment and personnel required to process data and the program analysts and computer programmers who develop computer

applications. On the other hand, in examining the services necessary for an effective communications activity, there was no apparent rationale for any kind of centralized service group. The management of real property services fell somewhere in between. In some cases, there were obvious reasons why ministries such as Transportation and Communications should retain their real property specialists. In other cases, such as the provision of government buildings, there were compelling reasons to retain a central service unit.

Thus, we endorsed the principle of a diversity of organizational forms for service units including the delegation of certain services to units within ministries where special expertise exists.

### *Program Managers' Responsibilities*

Within the broad guidelines and standards set by the Management Board, responsibility for the use of common service resources must rest with the program manager. This concept was enunciated in several of our studies — utilization of human resources, land management, automatic data processing, and communications and information services.

A number of recommendations were made to reflect our principles.

- ♦ Most important, if the program manager is to be responsible, he must have a choice of services. Thus, the Committee endorsed the principle that the Ministries should be allowed to buy these services within or outside of the Government.
- ♦ Services provided internally should be charged to a ministry by the service unit. This principle was a keystone recommendation in the A.D.P. and management of real property reports. We also recommended in the report on utilization of human resources that program managers be charged with centrally provided personnel services, such as training and development.
- ♦ More emphasis should be placed by Management Board in assuming a post- rather than pre-audit role in controlling program managers' decisions in the use of common service resources.
- ♦ For those common services, such as A.D.P. whose effective use depends to some extent on technical knowledge, the program manager should be provided with expertise in a staff function only.

### *Source of Services*

By allowing the program manager some choice as to whether he or

she uses the service unit, and by charging full costs for any common service provided internally, the competition thus created should have the effect of providing managers with good service at minimum rates and a reduction in overall costs to the government.

As well as benefiting the program manager, the competitive environment should provide an automatic evaluating mechanism for the service unit.

In the case of A.D.P. the ultimate effects of this competitive environment cannot be predicted with certainty. Commercial installations might capture so much government business that government computer centres would disappear. Alternatively, government computer centres might prove so efficient they would win all government contracts. The Committee believes that neither of these extreme possibilities is likely to occur. Since internal and external installations have access to the same pool of talent and the same equipment suppliers, the result should be continuing competition, with the work divided between internal and external operators. Such a system should ensure control and improved service for the user. In the long run, it should also reduce total A.D.P. costs.

Interim Reports Three, Five, Six and Eight should be consulted for further details on the management of common services.

## METHODOLOGY FOR CONDUCT OF THE INQUIRY

We recognized at the outset of our study that the scope for review was extensive. Only the functioning of the Legislative Assembly was excluded from our terms of reference. Time and financial resources were limited, necessitating a project methodology that would achieve our objectives efficiently and effectively. In this section we discuss how we did our work and why certain approaches were taken in the hope that organizations within the Ontario Government and in other governments might benefit from our experiences and be guided by the methodology adopted.

### Reasons for Creating the C.O.G.P. (Committee on Government Productivity)

The stage was set for the Committee on Government Productivity in a statement to the Legislature on February 20th, 1969, by the Honourable Charles S. MacNaughton, then Treasurer of Ontario and Minister of Economics.

On that date, Mr. MacNaughton announced, "The Government of Ontario will undertake a comprehensive management analysis project to gear its administration and operations toward the challenge of the public service for the 1970's."

The same announcement indicated the broad scope which would be allowed to the C.O.G.P., as well as the extent of its mandate to investigate organization and administration practices in the Government of Ontario. "The project will consider all aspects of provincial administration," the statement continued. "Special attention will be paid to the overall organizational structure, personnel and financial management, the relationship between central and operating agencies, paper work and systems and the use of automatic data processing."

Improving the effectiveness of government operations was also to be within the scope of the management analysis project. It would be expected to, "determine whether any economies can be achieved through the elimination of duplicated or overlapping services and of unnecessary or uneconomic operations."

The project began at the end of a quarter century of postwar public administration in Canada, 1945 to 1970. During much of that era, from the end of the World War II until the Federal Royal Commission on Government Organization in 1962, known as the Glassco Commission, the process of government in Canada underwent very little self-examination.



The advent of the all-embracing Glassco Commission, which investigated the organization and administrative practices of the Federal Government during 1961 and '62, brought about a period of intense self-examination in Canadian government. At the provincial level, it was soon followed by such studies as the Royal Commission on Government Administration in Saskatchewan, 1965, the Operational Productivity of the Government of Manitoba, 1968, and the Study of Administrative Practices in the Government of Quebec, among others.

The need for the Ontario study, introduced as the Productivity Improvement Project but then referred to as the Committee on Government Productivity, not only reflected those earlier investigations, but also was a result of the growth and increasing complexity of both society and government in Ontario during the period 1960 to 1970. This growth is shown in terms of population, production and government expenditures.

	1960	1970	1972
Population	6,111,000	7,551,000	7,825,000
Gross Provincial Product	\$15.3 Billion	\$35.0 Billion	\$42.1 Billion
Government Expenditures	\$864 Million	\$ 3.5 Billion	\$ 4.9 Billion
Classified Civil Servants	32,000	62,000	66,000

While no previous studies comparable to the Glassco Commission were undertaken in Ontario, changes had been introduced, primarily under the direction of the Treasury Board. Both the executive and management of the Provincial Government had used studies and adopted new management techniques which reflected the practices introduced by other jurisdictions as a result of the investigations by the Glassco Commission and subsequent provincial studies.

It was recognized that the challenges government faced then were dramatically different from those it faced ten years before. It was apparent that the challenges of the next decade would also be very different, more complex and more demanding.

In a world of accelerating change, the managers of government cannot presume that the objectives and means of attaining them, which were perfectly valid in the past, will necessarily be valid in the future. Consequently, as patterns of life change, government must be able to respond by applying its resources to solving pressing, current problems and not perpetuating services and programs for which there may no longer be a real need.

In a booklet entitled "The Management of Government: A Re-appraisal", published in early 1970, the Chairman of C.O.G.P. stated that:

*Management, today, requires a high capacity for innovation. This is achieved not only through new technology but, more importantly, through imaginative thinking.*

*It demands imagination, inventiveness, foresight, adaptability and willingness to try new ways of dealing with new problems and opportunities.*

All of this means that, from time-to-time, government must re-appraise itself and ask itself some basic questions:

- ♦ How effectively are government policies being implemented?
- ♦ Are we making the most efficient use of our human, material and financial resources?
- ♦ Are there new general concepts of management which can be applied by government?
- ♦ Are we anticipating social and economic conditions of the future and planning how to deal with them effectively?
- ♦ Is our approach to management as imaginative as it should be?

The carte blanche terms of reference of the project were meant to provide the Government with workable methods of managing its affairs with intelligence, efficiency and concern for the needs of its citizens. The terms of reference embraced all aspects of provincial government administration but excluded inquiry into the institution of the Legislative Assembly of Ontario. It was estimated the study would need at least two years for completion.

## Objectives and Principles

A further statement from the Honourable Charles MacNaughton about the objectives, purpose and composition of the project's Steering Committee was made on November 3rd, 1969:

- ♦ *The objective of the review is to reform the management and operational processes to cope more efficiently with the expanding dimensions of public activities.*
- ♦ *The purpose of the project is to reduce costs of government administration by whatever means can be recommended.*

- ♦ *Because of the rapid development of management and technological processes, we want to bring in outside advisers to review our methods and recommend improvements that can be adapted from the business community.*

Mr. MacNaughton further indicated the project, "will be directed by a Steering Committee of outstanding leaders from the private sector of the Ontario economy and senior public servants... that the coordination of internal and external expertise offers significant advantages over a Royal Commission or a completely independent review." The composition of the Committee was designed to bring together an appropriate blend of personal skills and management capabilities and experiences from the public service and the business community. The ten member committee was constituted by Order-in-Council 4689/69 with equal representation from both sectors. Subsequently, the Executive Director was appointed as an ex-officio member.

In view of the rationale for the inquiry and our objectives as set forth on Page 1 of this report a number of operational principles were established for conduct of the project. A few can be simply stated:

- ♦ The organization of staff resources would be structured to include an appropriate mix of internal and external resources to bring to bear in our studies knowledge of government management and administration practices, analytical capabilities, and professional capabilities in modern management practices and techniques.
- ♦ The initial period of endeavour would be devoted to planning thoroughly the areas and approach for study in order to take advantage of related experiences and studies in the Ontario Government and other jurisdictions and above all to ensure that our resources and efforts would be devoted to the higher priority areas where the potential for beneficial improvements would be the greatest.
- ♦ Maximum involvement of the public service would be encouraged to take advantage of their experiences, to obtain their cooperation and above all to ensure that recommendations would be practical and possible.
- ♦ Interim reports, rather than a comprehensive final report, would be submitted in order to facilitate implementation action during the existence of the Committee and to permit adjustment to our study program as changes were introduced.
- ♦ Applicable project management techniques would be used throughout to ensure efficient and effective performance.

As indicated, we considered ourselves a consulting group to Cabinet with the purpose of making recommendations on, and effecting implementation of, ways to improve the management of the Ontario Government. Following our planning activities, as described subsequently, a strategy was developed for structuring the terms of reference and methodology of the projects and studies undertaken. First, the management process was defined to include three components; the elements of the management process, the participants, and the programs.

Two basic elements of the management process were distinguished: the resource allocation process, involving the setting of both objectives and the plans to meet those objectives; and the "doing" process referred to by a variety of names—management control, resource management or administration. We recognized, however, that these processes obviously shade into one another and, thus, it is not always possible to draw a clear-cut line between the two.

Five types of participants play a role in the management process; citizens, Cabinet Ministers, public servants, officials from other governments, and officials from grant-receiving institutions, such as school boards, hospitals, universities, etc. The most important, from the Committee's viewpoint, were the Cabinet Ministers, who were ultimately responsible for both the administration and the policy-making functions and who, consequently, approved or rejected any major recommendations made by the Committee.

Another aspect of management is what is managed, i.e., the programs. Programs were categorized:

- ♦ programs for the public were those programs designed to achieve specific objectives with respect to the public;
- ♦ support programs were those internal programs designed to provide service to the programs for the public; these would include personnel, accommodations, central services, accounting, management improvement and data processing services.

It was recognized that our studies could vary substantially, depending upon the type of program to be examined. For example, in looking at policy-making as it applied to a support program, both the process of making decisions and the actual decisions or policies themselves could be questioned. However, we did not have a mandate to question policy as it applied to a program for the public, although examination of the process of arriving at policy was definitely part of our task.

The choice of where to place the emphasis on a management



improvement project, whether it be on a given type of program, a particular process, or on the relationship of specific participants, depended to some extent on what was meant by improvement. It was defined as affecting change where benefits of the change exceed the costs of change. Thus, the problem of improvement involves defining criteria for judging benefits and then deciding whether benefits exceed costs.

Three fundamental criteria were established as guides on which to formulate major studies to judge recommendations for improvement.

- ♦ *Efficiency*, defined as output per unit of input, is an economic criterion. Benefits result when money is saved while maintaining a given level of goal attainment. Both policy-making and administration can be made more efficient. ✓
- ♦ *Effectiveness* is the degree to which goals are achieved. Unlike efficiency, the benefits are extremely difficult to measure in dollar terms and rarely are commensurable with costs. In the "doing" or the administration process, measuring effectiveness is a central problem facing government. Attempting to measure effectiveness in the policy-making process is even more difficult; indeed, for programs for the public it is impossible, given our neutral stance on political policy decisions. An approach here must be one of concentrating on *inputs*, information, the decision-makers, the organization, and suggesting how these might be changed to increase the likelihood of better decisions. ✓
- ♦ *Responsiveness* is defined in terms of two aspects; the ability to anticipate change, and the ability to respond to change in an innovative manner. Policy-making and administration can be made more responsive to the needs of the public served. However, like effectiveness, the benefits are extremely difficult to measure in quantitative terms, at least in the short-run. ✓

Several factors underline the importance of responsiveness as a criterion for judging management. Change is occurring more rapidly and is becoming both more novel and more diverse. Government policy is becoming more selective in terms of its impact by geographic region, by industry, etc., and more discriminatory (regional planning and development is one good example), requiring greater flexibility in administration and in policy-making. Government policy is becoming more intrusive and imperative. The issue of environmental pollution is a good example of this trend; governments will be increasingly regulating more aspects of an individual's life because of it.

The areas which held opportunities for management improvement were identified for study:

- ♦ increasing the efficiency of *support programs*;
- ♦ increasing the efficiency of *programs for the public*;
- ♦ cutting out ineffective *programs for the public*;
- ♦ increasing the effectiveness and responsiveness of the *departmental structure*;
- ♦ increasing the effectiveness and responsiveness of *boards, agencies and commissions*;
- ♦ increasing the effectiveness of citizens' relationship to the management process.

On reflection we believe that the development of a strategy such as this at an early stage is vital for a successful management improvement project. It permitted us to keep in perspective our basic aims when developing recommendations. In addition, it will provide a basis for on-going evaluation of the effectiveness of the C.O.G.P. projects as improvements continue to be introduced.

We now turn to a description of how the above mentioned principles were applied.

## Organizational Framework

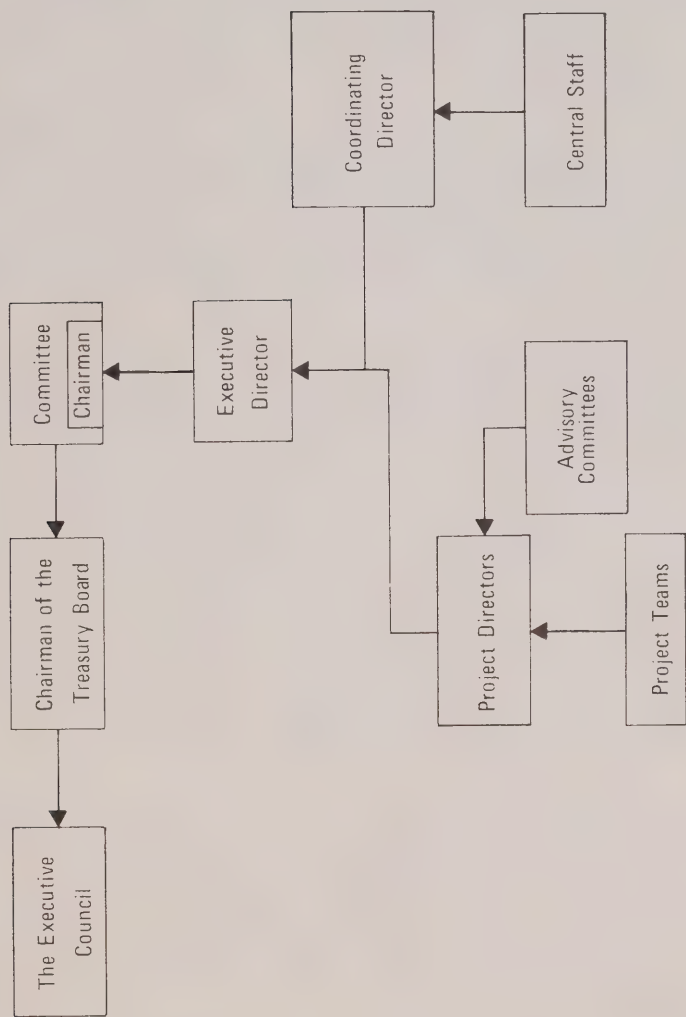
In structuring our organization for project execution we reflected the principles underlying our Recommendation 6.1 on Task Forces. The organizational framework is illustrated on the opposite page with the main elements being described generally as follows:

### *The Ultimate Decision-Makers*

The Minister responsible for the C.O.G.P. project was the Treasurer of Ontario in his capacity as Chairman of the Treasury Board. We reported to the Executive Council through him. The Chairman of C.O.G.P. reported frequently on plans and progress. Our analysis of previous studies indicated that a close reporting relationship and involvement of a key Minister was requisite for the successful execution of our project. We extend our appreciation for the interest, cooperation, advice and support afforded us by the Honourable Charles MacNaughton and the Honourable W. Darcy McKeough.

In addition, the Chairman and other members of C.O.G.P. met

THE COMMITTEE – ITS STRUCTURE



frequently with the Premier and other Ministers to discuss informally our findings and recommendations. Each interim report was presented formally to Cabinet who had ultimate responsibility for deciding on the recommendations. In some cases our report was referred to the Management Board for further consideration and subsequent recommendation back to Cabinet for final decision. Most recommendations were accepted and responsibility assigned to appropriate individuals and groups for implementation. A few were deferred for further consideration.

### *The Project Management Group*

The Committee members were actively involved, and more than seventy formal meetings were held. At an early meeting of the Committee, its specific role was defined to include:

- ♦ determining areas for inquiry and establishing terms of reference, approach, staffing and budget for major studies;
- ♦ considering and deciding on proposals submitted by study teams and central staff;
- ♦ reporting on progress of the project and submitting proposals to Cabinet;
- ♦ assisting in implementation of approved recommendations.

After an extensive, cross-Canada search, Dr. J.D. Fleck was appointed as full-time Executive Director of the project in March, 1970. He was responsible to the Committee for the overall execution of the project and specifically for developing and presenting study proposals to the Committee, presenting recommendations for action to the Committee, serving as Project Director for the prime study on the Structure of Government, and arranging staffing of projects.

The Coordinating Director, Mr. H. S. Damp, served as the *alter ego* to the Executive Director. He succeeded Mr. B. Kidd and Mr. T. Campbell as Secretary to the Committee and had specific responsibility for directing general research activity and providing a central data bank of basic information. He provided a source of advice to Project Directors, assisting in investigation and analyzing areas for inquiry or implementation action. The Coordinating Director was also responsible for maintaining prime contact with liaison officers on all aspects of the Committee's operations, providing liaison among project groups and monitoring project progress and control of the budget.

### *The Central Staff*

We expended considerable time and effort in searching for and interviewing candidates both for central staff positions and the staffing of



project teams to assure the involvement of highly motivated and skilled personnel in all cases. Central staff members were drawn from both the government and private sectors, and in total possessed a wide variety of skills and backgrounds as indicated in Appendix 3. The staffing of the project teams was tailored to the specific requirements of each study.

Central Staff members had a most important role. They carried out planning and general research and developed terms of reference and specifications for the projects and studies. A member of the central staff was appointed to work directly with each project, to provide liaison and coordination and to monitor progress. In addition, their duties included keeping the Executive Director and other central staff members informed on the progress of the projects and providing assistance in drafting project reports and our interim reports. This liaison and coordination was most important to ensure a minimum of overlap or duplication of effort and consistency in the development of recommendations.

We were remiss in not obtaining the full-time services of a qualified editor/writer for our central staff in the early period of our work. The first two interim reports were written and edited by various research analysts. For the third and several of the subsequent interim reports, we requested the Office of the Premier to second to us Mr. S.C. Fullman, to whom we are most grateful. He provided much needed editorial skill which ensured a high and uniform quality of writing. The production of a number of our reports would have been expedited, had Mr. Fullman joined the central staff when project teams were formulating recommendations well in advance of the publication of our first report. This would have afforded him the opportunity to become fully familiar with the substance of our reports as they developed. This would have resulted in consistency in the presentation of material written by members of our central staff as well as to hasten the publication of reports after the completion of the research work.

### *Project Teams*

Project Directors were selected for their specific skills and experiences relative to the project needs. Project Directors were responsible for directing the conduct of projects in accordance with the terms of reference established by the Committee. Project teams, as listed in Appendix 4, were staffed primarily by combinations of external and internal persons working on either a full-time or part-time basis. Project teams developed recommendations and presented their proposals to the Committee through the Executive Director. In a number of cases internal members of project teams were actively involved in implementation.

### *Advisory Committees*

Provision was made for the formation of Advisory Committees.

Their role was to assess the probable effectiveness of the work plan and recommendations of the Project Team and to provide independent advice to the Project Director and team members. Advisory Committees were formed for the Utilization of Human Resources, Automatic Data Processing, Real Property Management and Communications and Information Services Projects. As indicated in Appendix 5, these Committees were composed of senior and experienced persons from both inside and outside of the Government. We are indebted to them for the substantial contribution they made to the project teams and the Executive Director.

### *Liaison Officers*

In keeping with the Committee's objective of involving public servants with its work, liaison officers were nominated by deputy ministers and chief executive officers for each department and five ministerial agencies. These liaison officers listed in Appendix 6, provided a valuable communication link to all levels of the public service.

Their roles were specific.

- ♦ *Arrange interviews with departmental and agency officials on request from members of the project teams.* When members of the project teams and the central staff conducted interviews and discussions with departmental and agency officers, contact was first made with liaison officers to identify appropriate persons to be interviewed and to arrange meetings. The role of liaison officers was most important in ensuring that proper contacts were made, repetitious fact-gathering was minimized and full integration of research effort was achieved.
- ♦ *Be the focal point through whom basic information on the department's operations could be gathered and transmitted to the project group.* A central data bank was prepared including salient information on each department and agency. This information was referred to project officers to provide a basic understanding of the department's role, functions, organization, methods of operation, etc. Liaison officers assisted in compilation of these data brochures.
- ♦ *Communicate to the project group matters of interest originating within the department and arrange distribution of general information emanating from the Committee to persons in the department or agency.* Liaison officers were considered as C.O.G.P. representatives for their departments. The Committee was active in maintaining communications throughout the public service. Information on project developments were communicated to liaison officers through regular meetings with

our central staff. Regularly, progress reports were forwarded to them for dissemination throughout the departments.

In addition, other groups of civil servants assisted on a part-time basis. Nine systems review committees were established to conduct studies of aspects of personnel management. Ad hoc committees were formed to assist the central staff in developing terms of reference for projects including Automatic Data Processing, Real Property Management, Communications and Information Services, and Management Information Systems.

### **Planning Activities**

Because we recognized the importance of carefully researching and planning the areas for study, a major part of the first eight months of 1970 was devoted to developing the appropriate methodology.

#### *Presentations by Senior Officials*

A number of Committee meetings were held in the first three months of 1970, at which each deputy minister and a number of chief executive officers of agencies, as listed in Appendix 7, attended to present information on their goals, programs, organization and methods of operation. In addition, they identified areas in which they felt improvements could be made to management and administrative systems. These briefing sessions were informative and helpful to the Committee.

#### *Initial Interview Program*

Following the briefings, the former Departments of Civil Service, Health, Highways, Public Works, Transport, Trade and Development, and University Affairs were selected for a program of interviews by the Committee members. Deputy ministers were requested to nominate persons at various levels in their organization who were knowledgeable in the administration of government and who could suggest and discuss areas for study. The first phase of this program included 52 interviews. A wide variety of subjects was discussed:

- ♦ the decision-making process and policy formulation;
- ♦ program assignments and relationships;
- ♦ planning systems and responsibilities;
- ♦ communications and coordination;
- ♦ personnel management policies and procedures;
- ♦ financial management policies and procedures;

- ♦ procurement and supply systems;
- ♦ real property management;
- ♦ information systems and data processing;
- ♦ public relations and information services;
- ♦ relationships with other governments.

These interviews provided much useful information and many suggestions. Subsequently, interviews were held by central staff personnel with designated officials of all other departments and certain agencies. As well, interviews were held with a number of civil servants in the Thunder Bay, Kingston and Niagara Peninsula areas to obtain an insight into the situation outside of Toronto.

### *Review of Previous Studies*

An analysis of current and previous studies was undertaken to make sure our projects did not duplicate studies and to assist us in establishing priorities.

Both internal and external studies were reviewed. Departments were requested to provide copies of reports or studies undertaken during the previous three years and to indicate which recommendations had been approved, implemented, were under consideration, or rejected. Recommendations in the latter category were later referred to project teams for investigation to determine whether or not they should be reconsidered.

In addition, reports and other documents pertaining to major studies in other jurisdictions were analyzed, including the Glassco Commission, The Royal Commission on Government Administration, Saskatchewan, Operation Productivity in Manitoba and the Study of Administration Practices in the Government of Quebec. The analysis of each included the terms of reference, approach, major recommendations and implementation action. Persons familiar with these projects were interviewed to gain an understanding of aspects from which we could benefit.

### *Visits to Other Jurisdictions*

Members of the Committee and central staff visited Ottawa, Quebec, the United Kingdom, Sweden, Washington, Albany, N. Y., and California to discuss organization and administrative practices in other jurisdictions. The Committee is grateful to those people listed in Appendix 8, and others on their staffs who spent the time to provide much useful information and reference material.



### *Contributions From Individuals*

Throughout the course of the project, a number of persons, listed in Appendix 9, were invited to meet informally with the Committee members and staff to discuss subjects of specific interest.

### *Public Submissions*

In September, 1970, advertisements were placed in daily and weekly newspapers throughout Ontario inviting submissions from individuals and groups. Public servants also were invited to make written submissions. Eighty-five submissions were received from 75 persons and groups, listed in Appendix 10.

### **Approach to Project Execution**

The initial announcement on the Productivity Improvement Project indicated that major studies might include areas such as the structure of government, financial management, personnel management and automatic data processing. Prior to formulating any studies, the Committee established guidelines for determining specific areas for review.

- ♦ Studies would be established on a priority basis in relation to the magnitude and importance of the area for attention and the likelihood of productive accomplishments.
- ♦ All studies would be undertaken with a view to producing practical suggestions for improvement that could be implemented effectively.
- ♦ In establishing studies, a phased approach would be used wherever practical to ensure that there would be maximum productivity of research staff.
- ♦ Maximum coordination of effort would prevail between the study groups to ensure a minimum of overlap and a common philosophy and approach.
- ♦ Each study or implementation activity would be set up as a specific work area with clearly defined objectives, terms of reference, scope, time and manpower budgets.
- ♦ Each study or activity would be scheduled, monitored and controlled.

- ♦ Costs would be collected on each research unit and reported periodically to the Committee.
- ♦ Formal procedures would be followed in initiating and structuring the research activities.

As indicated in the chart shown opposite, activities or studies fell into three broad categories: the preliminary phase; the project phase; and the implementation phase.

Based on the Committee's general approach to research, a preliminary survey of a specific area was undertaken. The object was to determine the need and specifications for a study. A survey of the existing situation and problems was made. Material provided for a central data bank was researched, and interviews were held with knowledgeable public servants.

Preliminary surveys were undertaken by a variety of staffing arrangements:

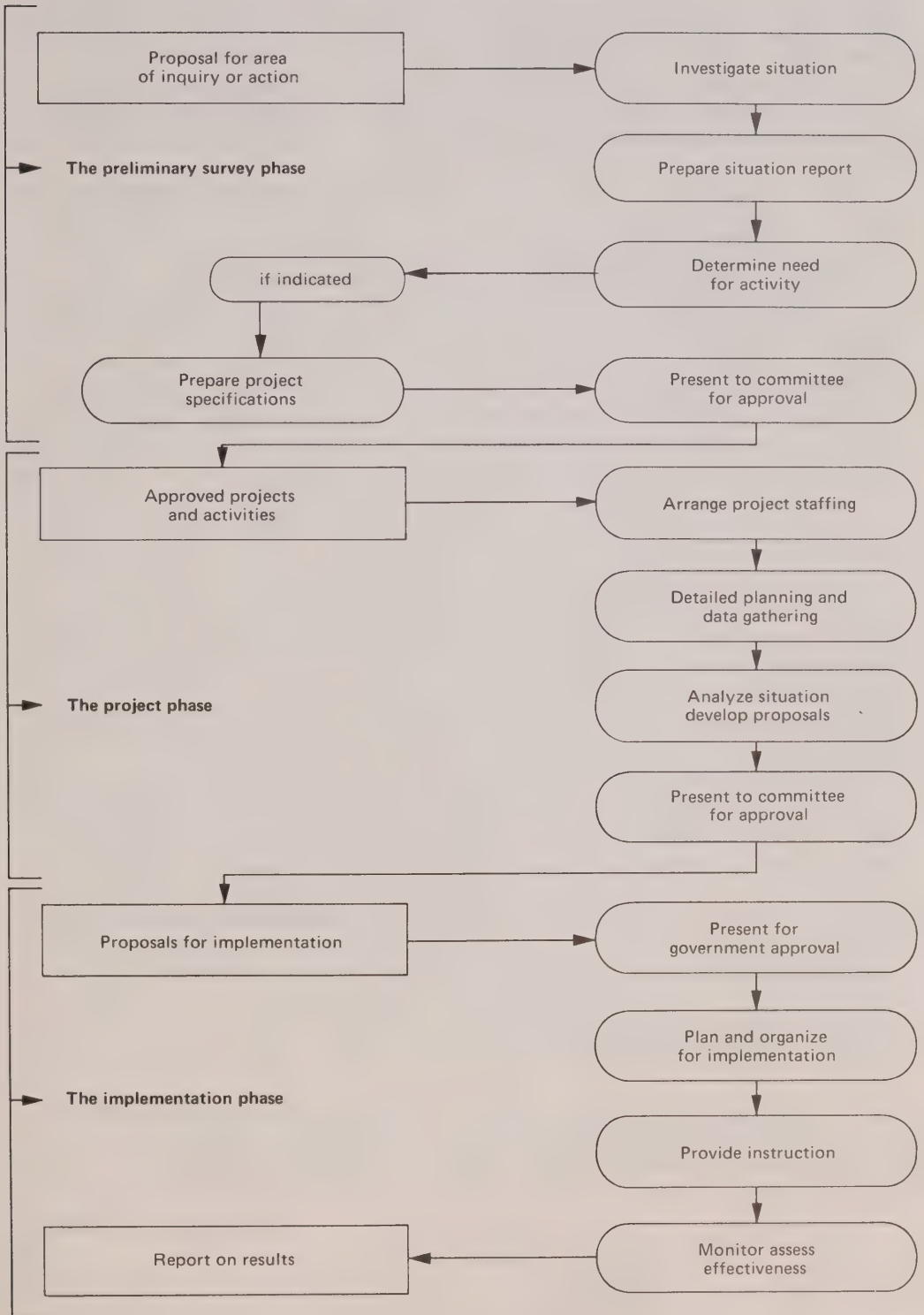
- ♦ sole involvement of a member of the central staff;
- ♦ an ad hoc committee composed of representatives of the liaison officers group;
- ♦ an ad hoc committee composed of representatives of the public service;
- ♦ persons external to the service, primarily consultants;
- ♦ combinations of the above.

Situation reports covering the salient aspects of the current situation were prepared identifying apparent weaknesses or areas for improvement.

Findings and conclusions at this stage were presented to the Executive Director for his consideration. Within his terms of reference, he either approved further action or submitted a proposal to the Committee. For the latter, an appropriate summary report was prepared to outline and justify the recommended course of action, including a statement of the terms of reference and scope, staffing requirements, a general time and cost estimate and other pertinent information.

Major studies referred to as projects were staffed with a mixture of internal and external persons. In all cases, the Committee selected an external Project Director, based on his specific experiences and technical qualifications. Where consultants were appointed as project directors, two or

## APPROACH TO PROJECT EXECUTION



more firms were invited to nominate a senior consultant and to submit proposals for conduct of the study. The Committee approved the appointment of the Project Director, based on his qualifications and his presentation of his firms proposal.

For each major study, a member of the central staff was assigned to work with the Project Director and team. His role included:

- ♦ advising the project team on C.O.G.P. policies and procedures;
- ♦ providing information from the central data bank and obtaining specific information;
- ♦ arranging appointments through liaison officers with departments and agencies;
- ♦ conducting interviews;
- ♦ reporting to the Executive Director and members of the central staff on project progress;
- ♦ providing liaison with other project teams; and
- ♦ assisting in the detailed planning of the project.

This arrangement facilitated coordination and communication between project teams, the central staff and the Committee. The project directors were required to develop detailed study plans indicating steps and target dates. Periodic progress reports were made to the Executive Director and the Committee. In developing proposals for consideration of the Committee, alternatives and rationale were required. Formal reports from the project teams were submitted to the Committee for consideration.

Following submission and approval of Interim Report Number One in December 1970, we commenced our involvement in implementation. In areas such as pre-audit, supply and services, and development of top administrators, members of the Committee or central staff served on implementation committees or task forces. This reflected the basic principle of action orientation and direct involvement in implementation during the life of C.O.G.P.

## **Communications and Reporting**

The Committee had resolved at the outset to maintain effective communications with Ministers and public servants, and to submit interim reports as proposals were developed. Aspects of interest are noteworthy.



### *Communications with Deputy Ministers*

The Executive Director and Coordinating Director attended the monthly meetings of the Deputy Minister's Council to report on progress and to discuss significant issues. In addition, the Chairman and Executive Director met with each deputy minister on numerous occasions in connection with the Apex and Structure of Government studies.

### *Communications with Liaison Officers*

Frequent meetings with liaison officers were held and each project director reported on progress and answered questions. In a number of departments, liaison officers attended management committee meetings to inform senior departmental officials of developments. Written progress reports were submitted to liaison officers and, in many cases, were circulated extensively throughout the departments. The Committee acknowledges the vital role played by liaison officers in undertaking the management improvement re-appraisal.

### *Presentation to Department Groups*

During the planning stage of the project in early 1970, the Executive Director and Coordinating Director were requested by departmental officials to meet with them and describe the terms of reference, approaches and plans.

### *Communications with the Civil Service*

The internal Government newspaper *Topical* published semi-monthly by the Department of the Civil Service with a circulation of about 57,000 included numerous articles on C.O.G.P. happenings, particularly as recommendations were approved and implementation commenced. In addition, a number of departmental house organs reported on our progress.

### *Liaison with Councils*

Project teams and central staff members met frequently with the executive or full membership of a number of councils of civil servants including the Senior Finance Officers Council, the Purchasing Officers Council, the Personnel Officers Council and the Systems Officers Council.

### *Reporting to Cabinet*

Ten reports presented to the Executive Council and subsequently

published for distribution to the public service and the general public. Production of these reports involved a series of general procedures.

- ♦ The Committee considered reports from the projects teams and central staff and deliberated on the findings, conclusions and recommendations. The Committee had the ultimate decision as to what would be included in their reports to the Executive Council.
- ♦ The central staff, assisted by members of the project team and others, drafted the interim reports for consideration and approval of the Committee.
- ♦ In a number of cases, such as with the U.H.R. and A.D.P. studies, formal meetings were held with deputy ministers to review the findings and recommendations.
- ♦ Formal presentations were made to Cabinet.
- ♦ After Cabinet had made its decision to accept or reject the committee's findings and recommendations, the formal reports, as submitted to Cabinet were printed for distribution to the Legislature and the public.

Much attention was devoted to the release and announcement of the reports. For example, the release of Interim Report Number Three on the Structure of Government took place on December 10, 1971. On that afternoon, Premier William Davis held a meeting with approximately 600 senior public servants. The Chairman of the Committee and the Executive Director gave a visual presentation of the recommendations. At the conclusion, a condensed version of the report and other descriptive material were distributed to those in attendance. Following the meeting, the Premier held a press conference which the Committee attended. The visual presentation again was made and a question and answer period followed.

An elaborate program was undertaken to inform the majority of the public service across the Province simultaneously with this presentation. Eighty thousand copies of a pamphlet describing the structure were distributed to the public service population that same afternoon. Bulletin Boards were arranged in Government offices containing further descriptive material and press releases. A pre-recorded description of the proposed structure was provided in the form of an Audiocast available to Government employees by telephone.

### *Interim Reports and Timing*

The advantage provided by being able to issue timely interim reports cannot be overemphasized. We realized that we were operating in a

dynamic political climate which often presents opportunities immediately conducive to change. Therefore at times we found ourselves required to produce an interim report immediately to take advantage of certain developments in the body politic.

The first interim report was issued at a time when we realized that many public servants were not optimistic about our ability to effect change. We purposely made recommendations on a number of items such as the transfer of pre-audit to ministries from the Provincial Auditor, and the rotation of senior staff. Both had been previously before Cabinet and had not been approved. The symbolic effect of having Cabinet approve and begin implementation of these first recommendations was profound.

The second interim report was released shortly after Premier Davis took over the leadership of the governing party from Premier Robarts. This was certainly a period where change was possible and, in fact, welcomed.

The third interim report was issued just subsequent to an election by which the governing party was returned to power with a strong mandate for the next four years. This provided an ideal opportunity for change and was largely responsible for the quick implementation of our recommendations.

## **Projects Undertaken**

A variety of activities were undertaken to analyze present practices and to develop recommendations for improvement. Major studies, described in the interim reports, required many months, relatively large project teams and substantial assistance from departmental and agency resources. These were the Structure of Government studies, the Utilization of Human Resources, Automatic Data Processing, Communications and Information Services and Real Property Management. In other areas such as financial management, management information systems and contracting out, shorter periods of time and smaller study teams were adequate. Finally, in yet other areas including supply and services, members of the central staff made investigations.

Both the Utilization of Human Resources Study and the Apex Project which concentrated on the organization and responsibilities of top management, were started while the Committee was still finalizing its overall plan. We felt that the work and early experience on these projects would be useful in defining other project areas.

The terms of reference, approach, organization and timing were determined by the Committee to meet the needs of the particular area for

study. In this section, the highlights of each project are described and the differences and the significant characteristics are reflected. Staff and Advisory Committees for each project appear in Appendices 4 and 5.

### *Structure of Government*

As indicated earlier, the Committee concluded that priority attention would be given to the decision-making process for the formulation and execution of policy, as well as the organizational structure for support programs and delivery of services to the public.

In examining these areas, the Committee commenced three separate but related substudies.

- 1) *The Apex Project* dealt with the organization and responsibilities at the top of the management pyramid. It included an examination of the functioning of Cabinet and its members and committees, the Department of the Premier, the Department of Treasury and Economics and the Treasury Board Secretariat. In addition, particular attention was directed to determining how the Ministers and deputy ministers discharged their respective roles. The study commenced in July, 1970, and concluded in December, 1970, with the submission of the Committee's First Interim Report. Substantial time was spent with Ministers and deputy ministers, reviewing processes and procedures in existence for informing and supporting the top level decision-makers and the ways in which these decisions were communicated to program managers and translated into action. The Executive Director directed this study.
- 2) The findings and preliminary recommendations arising from the Apex Project led to the formulation of a *Departmental Structure* study of the programs and organization of departments. The focus of this study was the ability of the operating departments to perform their function of assisting with the development of policy and implementing policy once it is approved. This included reviewing the structure and interrelationship of departments to determine if they were conducive to efficient management, both in terms of meeting today's needs and adapting to the demands of the future.

The Executive Director was personally responsible for this study. He was assisted by a study team comprised of external consultants, public servants and the full-time services of members of the central staff. The Treasury Board Secretariat provided descriptions of each departmental program. These were analyzed thoroughly by the study team to assess



relationships with other programs, and the appropriateness of present organizational assignments. A major interview program was not required as good knowledge of programs was available within the study team and the data brochures served as useful sources of information on departmental organizational structure.

Of significance to this study program was the review and consideration of organization structures in other jurisdictions and, more importantly, the latest works in organization research and theory for government. The concept of differentiation and integration as propounded by Professors Lawrence and Lorsh<sup>3</sup> and the principles of other experts such as Peter Drucker<sup>4</sup> in organization and public administration were accepted by the study team as valid for the Government of Ontario.

*The Project on Departmental Organization* was conducted in two stages. Phase I, covering a six-week period commencing in mid-January, was undertaken to: develop appropriate terms of reference for Phase II; further analyze and report to the Committee on the role of central agencies in relation to departments; and consider alternative forms of departmental structures and present principles and guidelines thereon.

Proposals for Phase II were presented to and approved by the Committee in mid-March, 1971. At this time, Cabinet had approved the relevant recommendations in the first two interim reports which provided a sound framework for the detailed analysis of departmental programs and structures. The concept of policy fields grouping related departments and agency programs for policy formulation, planning, coordination, and communication was established.

The remaining work of the study team was to develop and evaluate alternatives. During the summer and fall of 1971, we concentrated on developing the proposed structure. At each meeting of the Committee the issue was given priority consideration. Interim Report Number Three on the Structures of Government, issued in December, 1971, concluded this study.

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3. Dr. P.R. Lawrence and Dr. J.N. Lorsh of the Harvard School of Business Administration, Cambridge, Mass.
  4. Peter F. Drucker, Management Consultant and Educator; Professor Social Science, Claremont Graduate School, California.

- 3) The third study dealt with *Agencies, Boards and Commissions*. Although it had the same basic purpose as the two previous studies in the overall Structure of Government Project, there was special emphasis on the organization structures and reporting relationships best suited for implementation of government policy, and criteria for the establishment and determination of agencies, boards and commissions.

The Committee invited the participation of officers of the former Department of Municipal Affairs who were engaged in research into the relationship between the Provincial Government and municipal governments. A substudy team, comprised of Central Staff analysts, was set up to identify, categorize and comment on non-departmental groups of the Government. The Gordon Commission report on the organization of government in Ontario, 1959, was reviewed. It was realized that there had been a proliferation of non-departmental units over the past decade; however, no precise inventory was readily available. Much effort was required to provide this.

The study team on the departmental structure substudy utilized this inventory to complete the requirements for determining policy field arrangements. In addition, this study set criteria for categorizing the various types of agencies, as described in our Ninth Report.

### *Utilization of Human Resources*

In May, 1970, the Committee engaged a project leader from the management consultant profession to study personnel management. The objective of the study was to develop a personnel management system, an integrated set of policies and practices that would enable government departments and agencies to get the maximum performance from their human resources and conduct their programs with maximum efficiency and effectiveness, which, at the same time, would permit the career and personal needs of the individual to be fulfilled.

Mr. R. W. Johnston, senior partner of Hickling-Johnston Limited, was appointed Project Director. A study team and an advisory committee were formed, made up of both public servants and external persons. From the beginning the Chairman of the Civil Service Commission and the Deputy Minister of the Department of Civil Service were involved actively in the study in view of the overriding importance of management of people in the government. The Advisory Committee met on ten occasions and were active in the analysis and development of recommendations, as set forth in Interim Report Number Six.

The study team was encouraged to be evolutionary and developmental. It operated on the philosophy that a system which effectively utilizes human resources must facilitate the maximum integration and subsequent achievement of both organizational and individual goals. A model was developed to provide a framework against which present systems could be analyzed and recommendations tested. It was based on the premise that an individual will be more productive if his personal goals can be satisfied at the same time as those of the organization. Therefore, the thrust of the study team was to identify to what extent this took place within the public service of Ontario. Research and study data were integrated to develop a set of systems which would promote and support achievement of individual and organizational goals.

In keeping with the Committee's principle of implementing improvements during the course of the project, Experimental Productivity Improvement Projects were undertaken in the Department of Treasury and Economics, the Department of Correctional Services and the Ontario Hospital Services Commission. These involved seminars at which the management group analyzed their decision-making process and organizational structures and relationships, and defined their individual and organizational objectives and ways to achieve them. Since these organizational development projects were designed to produce measurable increased in productivity, simultaneous to the projects, a group of monitors was established to gauge productivity change. Monitors were selected from the Staff Development and Research Branch of the Department of Civil Service and were directed by Professors Hodgson and Agnew<sup>5</sup> who were members of the Advisory Committee and experts in industrial psychology and behavioural science.

A unique aspect of this project was the appointment of Project Associates from each department, listed in Appendix 11. Their roles were to keep their departments informed of the study team's activities, to assist in the initiation of change within the department and to conduct interviews. A special training program was designed by the study team to educate the Project Associates in their tasks.

The research program was divided into three areas: User World Survey, External Research and Systems Reviews. The User World Survey was an interview program conducted throughout the public service. Approximately 2,000 interviews took place to obtain an insight into what promotes or constrains an individual's performance. This survey was intended to provide a profile of the civil service, an understanding of the work environment and the relationship of the civil servants to their environment. A trial sample of interviews took place in July, 1970, in the

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5. See Appendix 5

Department of Labour to test the interview format and procedures for summarizing and analyzing data. The interview sample in each department was a vertical slice through various sections of the organization. For example, in the Department of Health, the interview sample included the deputy minister right down to an orderly in a hospital. Project associates undertook the bulk of the interviews in other than their own departments. The interview program started in September, 1970, and was concluded in early 1971.

The external research phase consisted of a literature search and an organization search. Articles, periodicals and books on the Utilization of Human Resources, with particular reference to the public sector, were reviewed. The organizational search identified organizations within both the public and private sectors which were considered to have achieved increased productivity as a result of an innovative approach to the utilization of human resources.

Systems Review Committees, listed in Appendix 12, were established to research present practices, to evaluate effectiveness and to develop areas for improvement. Personnel Information Systems, Policy and Legislation, Compensation Systems, Recruitment, Goal Setting and Testing Fringe Benefits, Financial Information Systems as they apply to Personnel Matters, Training and Development, and Counselling were examined.

### *Automatic Data Processing*

In Interim Report Number Five we indicated that a major study of Automatic Data Processing was undertaken in 1965 by the Organization and Methods Branch of the Treasury Board Secretariat. However, in view of the increasing use of computers in the Ontario Government we decided that a major study of this area should be conducted. An ad hoc committee of public servants (see Appendix 13) was formed in mid-1970 to develop terms of reference. It was proposed that the study be directed towards determining organization and policy issues for the future use of A.D.P. Two potential project leaders from consultant firms were invited to submit proposals. Dr. H. S. Gellman of DCF Systems Limited was selected as Project Director in October, 1970, with the specific objective of recommending organizational and policy guidelines that would ensure effective use of A.D.P. in the public service, and a long-range plan for the development of A.D.P. A project team and an Advisory Committee were formed.

The proposed study plan involved five phases over a period of approximately seven months. The first phase was to plan in detail and provide staffing of the study. A Planning Committee of representative public servants who were knowledgeable in A.D.P. was arranged. A number of interviews were conducted and data was collected. During the second phase



collected data was analyzed to develop a composite picture of current and projected needs for data processing. Based on criteria established in the first phase, a long-range plan for A.D.P. was developed. In it policy guidelines to be followed in the execution of the plan were developed. Another phase involved an in-depth study of selected departments to determine potential areas for the application of A.D.P. The final phase involved the development of recommendations and submission of the project report to C.O.G.P.

We deliberated extensively on the study findings and conclusions. This project focused our attention on the issues of service versus control, outside competition and full program-costing. Reactions to the recommendations were invited from deputy ministers.

The in-depth studies planned as part of the fourth phase included the Departments of Municipal Affairs, Health and Lands and Forests. A report was submitted to the Department of Municipal Affairs containing a number of recommendations, many of which were subsequently implemented. Initial examination of the other two departments indicated that the time of the project team could be better expended in an in-depth study of the Computer Services Centre which served a number of departments. This analysis served the development of our recommendations, as outlined in Interim Report Number Five.

### *Real Property Management*

The initial interview program and other general research activities indicated that a study of accommodation facilities and land use should be undertaken in view of the significant investment. A preliminary survey was conducted to develop terms of reference. As indicated in Appendix 14, an ad hoc committee of civil servants specializing in real property management assisted in this review and concluded that a major study should be undertaken.

In view of the size and complexity of real property management, the Committee decided to divide the area into two studies and establish two study teams. One was concerned with Buildings and Structures and the other with Land-Use Management.

For the Buildings and Structures project, Mr. Gordon Gray, President of A. E. LePage Limited, was appointed study leader. The objectives included an examination of the management of construction, utilization, deployment and costing of office building accommodation and how it could be improved. The development of policies and procedures for meeting the Government's needs for special purpose structures of all types also was considered.

Mr. P. Beinhaker of Kates, Peat, Marwick & Co. was appointed

study leader to deal with Land-Use Management practices. The study examined the planning, development, maintenance and management of property forming part of the Government's functional programs in such areas as recreation, economic development, communications and utilities.

Both studies were commenced in early 1971. Because of the interrelationship of the two studies, one Advisory Committee was formed to work with both studies. The findings and recommendations were outlined in Interim Report Number Eight.

### *Communication and Information Services*

In December of 1969, Premier Robarts requested the Minister of Tourism and Information to undertake an assessment of the Provincial Government's information programs and to make recommendations on how they might be improved. On the basis of a proposed improvement program presented to the Cabinet Committee on Policy Development in March, 1970, an interdepartmental committee was formed to look further into the subject and report back. A C.O.G.P. ad hoc committee met in June, 1970, and concluded that we could be of some assistance to the Interdepartmental Committee in its task. Failing any significant developments to improve this functional area, a preliminary survey was made by the central staff and an ad hoc committee of information officers.

A major study was launched in mid-1971. In cooperation with the Department of the Prime Minister, members of our central staff held meetings with the Ontario Government's information officers to review and discuss the proposed study. Their active participation in the study program was vital.

Mr. R. V. Hicks, Q. C., senior partner of the law firm of Hicks Morley Hamilton Steward Storie, accepted the Committee's invitation to lead the study. The general terms of reference of the project team were to make recommendations to improve the efficiency and coordination of internal and external government communications which would give the public a better understanding of the operations of the Government of Ontario, its programs and its services.

A unique aspect of the study program was the division of the functions into five distinct areas.

- ♦ *Policy* included an assessment of government and departmental policies in communications, particularly the timely release of government decisions to the public, the simultaneous release of information to public servants and the public, a government-wide definition of information for accounting and operational purposes, the use of social surveys and cost-benefit analysis and

the integration and cooperation with other levels of government and private information services.

- ♦ *Organization* for dissemination of information or analysis to determine structures, relationships, inter- and intra-departmental resource skills and other aspects were considered. The role of the communications specialist in relation to program managers was of particular importance. In addition, this area was concerned with centralization/decentralization and coordination of information services.
- ♦ *Financial systems* and costs relevant to communications and information services including trends of expenditure, criteria for allocating funds to the information program and evaluation of the effectiveness of these expenditures were considered key aspects of the study.
- ♦ *Modes of Dissemination* covered a number of areas concerned with the actual methods used to inform the various media and public. In addition, this part included an evaluation of technological improvements available now, or in the foreseeable future, to improve communications and information dissemination.
- ♦ *Publishing and Printing* involved a review of the role and operation of the Queen's Printer and Publisher. The Management Board Committee for the Development of Supply Policies and Procedures had commenced defining operational policies and procedures for printing. Our project concentrated on the organizational and functional aspects of publishing and printing.

The study team was structured with a number of consultants specializing in the field of public relations and a representative advisory committee was established. Data gathering was arranged primarily by use of questionnaires completed by information officers. Other techniques included research of relevant literature, review of situations in other jurisdictions, such as the Federal Government and its Information Canada operation, and follow-up interviews subsequent to analysis of data collected by the questionnaires. Findings and recommendations were set forth in Interim Report Number Seven.

### *Financial Management Systems*

A preliminary survey into financial management practices in the Ontario Government was carried out in mid-1970 by members of the central staff assisted by an ad hoc committee. Under the direction of the Treasury Board, P.P.B.S., as a concept and system for management, was already being introduced. In addition, changes were being introduced to financial

management systems, notably the introduction of a common financial information system. It was found that departmental accounting, control and reporting systems varied in the degree of sophistication. The ad hoc committee concluded that, although the subject was of great importance, the changes underway should be observed by C.O.G.P., and that a major study of financial management at that time was not a high priority.

However, the pre-audit function was singled out as an area to be analyzed by our staff. The many suggestions received from the briefings by deputy ministers, the initial interview program and the preliminary survey into financial management systems indicated that changes in the pre-audit function merited consideration. In Interim Report Number One recommendations were made to transfer responsibility for the pre-audit function from the Provincial Auditor to departments.

In early 1971, we considered whether a major study of financial management systems should be undertaken to coincide with the departmental structures and real property management studies. It was decided that a workshop conference attended by a number of public servants would be held to review financial management systems and make recommendations to C.O.G.P. The findings confirmed those of the earlier ad hoc committee.

### *Management Information Systems*

As work on the departmental structures and other study areas proceeded, the C.O.G.P. principles for good management in government evolved. The need for timely and useful information for decision-making was recognized as important. In June, 1971, it was decided to undertake a study of this subject. The objective was to develop policy and organizational guidelines that would enable all managers to obtain and make effective use of information for strategic planning, management and operational control. A study team under the direction of Dr. H. S. Gellman, who had been involved in the A.D.P. study, and an Advisory Committee were formed. The study plan developed included three substudies.

- ♦ The first dealt with decision-making and, by a sample interview program, identified how decisions were made and determined to what extent better use of information could have helped in making better decisions.
- ♦ The second substudy examined the costs and uses of statistical data in the Ontario Government. One aspect was an appraisal of the future role of a central statistical agency in the Government and an assessment of internal requirements for statistics, and the extent of the Ontario Government's interaction with the federal agency, Statistics Canada. Another feature of the study



was a brief review of the current role and function of the statistical facilities of other provinces. An examination was also made of the need for, and means of, exchanging data, common files, file standards and other forms of information within the Government.

- ♦ The third substudy appraised systems in use or under development which were designed to obtain and disseminate financial information used for decision-making. The objectives and current status of F.I.S. and P.P.B.S., as well as progress in the development and implementation of these two systems, were analyzed. Closely allied to this substudy was an examination of accounting practices not used now by government departments. These included accrual accounting and full costing of programs, that is, the charging back of all expenses associated with a program. The appropriateness of these and other accounting techniques was evaluated and recommendations were made where necessary. Our recommendations are included in Report Number Nine.

### *Systems and Procedures Study*

The A.D.P. project included the consideration of organizational and operational aspects of systems analysis and programming relevant to the use of computers. It did not cover the systems and procedures function in the non-mechanized systems area. In view of the number of departmental systems analysis groups and the extensive clerical and record keeping operations throughout government, a study was commissioned concurrently with the Management Information Systems Study. Dr. H. S. Gellman directed this separate study group and the M.I.S. Advisory Committee served also.

The objectives were to develop policies and guidelines which would enable government to make more effective use of its systems and procedures personnel.

Two comprehensive study areas were selected: departmental systems and procedures groups, and central systems and procedures groups supplying service to departments and controlling their activities. In both substudies, the project team assessed the organization of existing systems and procedures staff, and evaluated ways in which work was performed and resources employed. The study was also designed to determine the need for guidelines and new or alternative ways of organizing such groups within the government. Our ninth report contains recommendations from this study.

### *Use of Private Enterprise in the Delivery of Government Services*

The Honourable E. Manning, former Premier of Alberta, addressed

the Committee and others on the use of an innovative management technique, referred to as Request For Proposal. The technique, as designed for use in government, involves specifying some objective which the government desires to achieve, defining any guidelines which are to be followed in the attainment of the objective and inviting comprehensive responses from qualified individuals and organizations in the non-governmental sector. Proposals received were evaluated on the basis of pre-established criteria. A performance contract is negotiated with the respondents submitting the best and most cost effective proposals. The contractor then performs the functions required to achieve the objectives, subject to monitoring by the government.

The Committee engaged the consulting firm of M & M Systems Research Ltd., to undertake a preliminary study that would be designed to ascertain which areas of governmental activity might lend themselves most readily to a successful trial application of this concept. The objectives were to:

- ♦ identify those conditions under which the application of the R.F.P. technique could result in a high ratio of benefits to cost of the Government of Ontario;
- ♦ assess, in selected activity areas of a social development nature in the Government of Ontario, the extent to which these conditions exist;
- ♦ analyze in depth one selected area of government activity where successful application of the R.F.P. technique appeared feasible; and,
- ♦ prepare a draft of a request for proposal for the attainment of specific objectives in an area where a high benefit to cost ratio appeared to be obtainable through the R.F.P. technique.

We recommended a pilot program in Home Care and it was approved by the Minister of Health and the Management Board. An evaluation team was set up to monitor and evaluate the pilot program which comprised public servants, including the Executive Director of the Financial and Administration Division of the Ministry of Health, two senior officers of the Management Board Secretariat, a member of the project team, the Assistant Deputy Ministers of the Ministries of Community and Social Services, Colleges and Universities and Education, and the Deputy Provincial Secretary for Social Development. At the conclusion they were required to report to the Minister of Health and the Management Board on the cost/benefits and the applicability of the technique for other social services.

In addition, a Management Committee was appointed to direct the program. Dr. R. M. King, Physician-in-charge of Home Care and Medical Rehabilitation for the Ministry of Health, served as chairman, with two

members, representing the medical community and the community at large. A Request for Proposal document was prepared setting forth objectives, guidelines, general conditions, instruction to respondents, and a schedule of events.

Five proposals were received in August, 1972. The Minister accepted the Management Committee's recommendations and the successful bidder commenced operation on Sept. 5, 1972.

### *Supply and Services*

In September, 1967, the Treasurer announced a new purchasing plan for the Government of Ontario designed to procure goods and services economically on the basis of price and value, and to promote the philosophy of free and competitive enterprise in the market place. It resulted in the establishment of a Central Purchasing Authority. The Supply and Services Division of the Department of Public Works was set up. A number of studies in purchasing and common services were subsequently carried out by the Management Services Division of the Treasury Board Secretariat. As a result, improvements were being introduced.

A preliminary survey carried out by the Committee revealed that progress to introduce the new purchasing plan had not been as expeditious as could have been expected. We concluded that, although a major study was not indicated, we could foster and assist acceleration of the implementation of improvements. Recommendations included in Interim Report Number One were accepted and we continued our involvement in this area, with the Coordinating Director serving as Vice-Chairman of the Committee for the Development of Supply Policies and Procedures which was formed by the Management Board to implement improvements.

### *Citizen Involvement*

During the course of our various studies, it became evident that a phenomenon of increasing relevance for provincial government decision-makers was recent demands by people for more influence in, and understanding of, decisions affecting their lives. Accordingly, the Committee established a study with the object of stimulating discussion both within and outside of government on some of the questions and issues surrounding increased citizen involvement in government decision-making.

A study team composed of C.O.G.P. central staff, some Ontario public servants and several individuals external to the Government was set up, as listed in Appendix 4. Four working papers were commissioned, interviews were conducted, and a two-day conference was held to discuss the research results. From the research papers and the ideas developed during the two-day conference, several members of the central staff developed a working paper

which the Committee published. This paper was not necessarily intended to represent the viewpoints of the Committee, nor were recommendations considered appropriate. Nevertheless, by publishing this paper we felt that it would be a useful vehicle for stimulating debate and discussion on the topic of citizen involvement, leading, we hoped to some clarification of what should be the proper responses and adaptations by government in the years immediately ahead.

### *Task Force Hydro*

The Speech from the Throne delivered at the 4th Session of the 28th Legislature included the following statement:

*The Government is determined to assure the adequacy of our energy supplies for the future. It will ensure that the energy is used as efficiently as possible and that its use will not adversely affect the environment, health or life. The Government will strive to maintain a choice between the various types of energy to match them with those uses for which they are best suited. To this end, the Committee on Government Productivity has been asked to review the function, structure, operation, financing and objectives of the Hydro-Electric Power Commission of Ontario.*

In view of Ontario Hydro's importance and unique character, we decided to delegate responsibility for a study and assessment to a semi-autonomous unit, Task Force Hydro. The Task Force, headed by a seven-man Steering Committee reported to the Government through the Committee on Government Productivity.

The first meeting of the Steering Committee was held on April 15, 1971. An initial step was the formulation of detailed terms of reference and objectives to guide the conduct of the study. They were closely allied to, and in some respects synonymous with, those of the C.O.G.P. The basic objectives of Task Force Hydro were to:

- ♦ recommend realistic, practical and innovative ways in which the operations of Ontario Hydro could be made more efficient and effective and more responsive to the changing requirements of the Province of Ontario; and
- ♦ assist, where practical, with the implementation of recommendations which were approved while Task Force Hydro remained in being.

Task Force Hydro was modelled closely on the structure adopted



by C.O.G.P. In addition to a Steering Committee, it had a central staff comprising personnel from government departments, Ontario Hydro, and private industry. The project teams which were established to undertake the work and study of the Task Force also reflected this basic composition. To maintain close and essential relationships with the organizations directly or indirectly affected by the study, a total of 14 liaison officers were appointed including representatives from Ontario Hydro, six departments of the Ontario Government, the Ontario Municipal Electric Association, and the Association of Municipal Electrical Utilities. Where appropriate, advisory committees were established to support the project teams in the formulation of their recommendations and to assist with implementation.

As reported in our fourth interim report a number of projects were undertaken. The Role and Place Project was the basic study. It encompassed an overall review of Ontario Hydro with special emphasis on its role and place in the economic, social and political structure of the Province. Briefly stated, the major purposes of the project were to:

- ♦ set out and recommend objectives for Ontario Hydro;
- ♦ recommend its future role; and
- ♦ define its place within the overall structure of Government in Ontario and its relationship to other jurisdictions and the Ontario community as a whole.

The findings and recommendations were submitted to Cabinet in Task Force Hydro Report Number One. Other studies reported on in subsequent Reports dealt with subjects such as Organization, External Financing, Power Costing and Rate Philosophy, Nuclear Power and Make or Buy.

## IMPLEMENTATION PROGRESS

Following acceptance by Cabinet of our interim recommendations, various steps were taken to commence implementation. In this section we outline the approach adopted and the status of implementation as at October 31, 1972.

### Program for Implementation

Throughout the many and varied studies undertaken by the C.O.G.P., the greatest possible involvement of public servants directly concerned was maintained. This enabled us to present recommendations which provided a basic framework for improvements in government structures, systems and philosophy. A complete listing of the recommendations contained in our reports appears in Appendix 2.

The plan for reorganization which was recommended and adopted is of such major proportions that it can be implemented only over a period of years. However, our recommendations were not designed to provide a fixed step-by-step pattern to be followed in bringing about the recommended changes. Rather, they were "implementation-oriented". This emphasizes the participative nature of the total implementation effort, which deeply involves those whose lives and roles it will affect. Only they have the experience, the knowledge and the competence to create an organization which is practical, functional and adaptable. For this reason, the key to successful implementation will be the dedication of the public servants who will be responsible for making it work.

Under the overall coordinating and monitoring responsibility assigned to the Management Board, a broad variety of implementation committees, task forces, and individuals have been encouraged to exercise a critical and innovative role in considering modifications and amendments to interim recommendations. This kind of tailoring carried out by those directly involved in developing appropriate implementation measures, has not only produced structures, systems and procedures which are truly relevant to the respective operations, but also will promote the development of a new responsiveness and attitude in government. It is the beginning of a built-in evolutionary process which will maintain, over the years, a constant climate of adaptability, to meet the changing needs of the people of Ontario.

Successful implementation is founded on sound principles.

- ♦ The Premier and his Ministers must be fully and publicly committed to the principles as accepted by Cabinet, and to their implementation.

- ♦ Overall implementation strategy should be developed, coordinated and monitored by the Management Board.
- ♦ The original reports and recommendations should be viewed as detailed objectives or guides, but not as a rigid set of instructions that cannot be modified to meet unforeseen needs.
- ♦ While it is necessary to maintain momentum in the implementation process, it is vital that realistic targets be set so that the public and the public service do not expect too much, too soon.

### *Implementation Team*

To enable the Management Board to fulfill its overall responsibility for coordination and monitoring of the implementation effort, it was recognized that the key role would be performed by a highly qualified implementation team. The team is headed by the Director of the Management Policy Branch of the Management Board, with executive direction placed in the hands of the Deputy Minister, Management Policy. Members of this team are listed in Appendix 15.

### *Terms of Reference*

The implementation team was formed in October, 1971, by Treasury Board with defined objectives to:

- ♦ analyze and evaluate recommendations, including modifications where desirable, for the development of specific implementation plans;
- ♦ initiate and stimulate implementation action, and maintain a continuing involvement throughout the various processes;
- ♦ interpret C.O.G.P. concepts as required;
- ♦ ensure the direct involvement in the implementation process, of appropriate operational personnel;
- ♦ maintain close relationships with ministries and policy field personnel, to ensure a common approach toward the new concepts;
- ♦ achieve a high degree of coordination and cooperation between ministries, policy fields, agencies, boards and commissions related to the Government in an operational or advisory capacity, and persons or organizations in the private sector who are devoted to the meeting of public needs;
- ♦ ensure a continuity between basic studies and their implementation, maintaining a continuing access to those who developed the concepts in the original reports;

- ♦ maintain a continuing involvement in the long range evolution and development of the new form of government, to ensure that momentum will not be lost;
- ♦ keep the top levels of Government informed on progress toward fulfillment of the total concepts.

The implementation process cannot be viewed as a one-time effort. As we have said, it is the beginning of an evolutionary process of far reaching changes which can take a number of years to implement fully. In this process, the implementation team will exercise a vital catalytic role, particularly in those policy and program areas which will involve a high degree of inter-ministry coordination.

### *Progress on Implementation*

We are pleased with the progress made to date in the implementation of our recommendations. The status, as at October 31, 1972 is described generally for each major area as follows.

### *Structure of Government*

Acceptance by the Government of recommendations contained in Interim Report Number Three, dealing with the Structure of Government, was officially announced by Premier William Davis on December 10th, 1971. On that date a meeting of senior public servants was held at which the main features of the report were outlined, and the copies of the report were distributed along with a descriptive brochure and a general outline of the major program components proposed for each ministry. Simultaneously, descriptive material and copies of the reports were issued to public servants in all field locations within the Province, and all head office locations in the Toronto area.

Within the next day or two, orientation and information meetings were held with senior public service operational personnel, and their initial questions were fully discussed and explained. Among the first priorities were the formation of the Cabinet Policy and Priorities Board and the Management Board as recommended in Interim Report Number Two. The proposed new ministries were announced, along with the coordinating capability embodied in the functions of the Provincial Secretaries and Deputy Secretaries. Policy Fields were designated, and Secretaries and Deputy Secretaries for each one were named.

Prior to the public announcement of the Structure of Government recommendations, the implementation team had prepared a comprehensive plan of the effort required of government departmental personnel to accomplish the transition from existing departments to the new ministry



structures. In a series of meetings between implementation team officers and senior operational personnel specific plans were developed whereby ministries would accomplish the reorganization within the fairly stringent time limit imposed by the rapidly-approaching end of the fiscal year. Initially, those changes related primarily to the necessary realignment of a large number of program components between the new ministries, with accompanying changes in staff complement and in Estimates formats for the new fiscal year 1972-73. These were accomplished in time to permit the printing of the Estimates on the new basis.

The initial structuring of new ministries, as outlined in the report, was accomplished in most cases through the appointment of an implementation director, who was assigned responsibility for carrying out the necessary changes within each ministry. In close cooperation with officers of the implementation team, implementation directors negotiated the realignment of program components between ministries, and the related transfers of staff complement and expenditure estimates. Concurrently, deputy ministers of ministries within each policy field, held meetings to discuss the implications of proposed program transfers. In conjunction with these meetings, some nineteen additional studies were coordinated by the implementation team, to explore fully the rationale surrounding proposed program transfers, and to provide additional evidence upon which decisions could be made. While many of these studies were conducted by specialists within the public service, a number were directed by experts from outside of Government. A listing of these supplementary projects appears in Appendix 16.

Steering Committees were formed within a number of ministries, to ensure progress toward complete integration of the new ministries. Implementation directors established many task forces devoted to organization development, accommodation of staff, personnel considerations, legal implications, etc. The necessary legislative changes were thoroughly reviewed in each ministry, and on March 17th, 1972, five bills were presented to the Legislature of Ontario. They provided for the establishment of the new ministries and the general reorganization of the Government along the lines proposed in our report, as well as the modifications recommended and coordinated by the Implementation Team. In addition, they provided the membership of the Executive Council and the appointment and payment of Parliamentary Assistants. The Deputy Minister, Management Policy, participated directly in the development and presentation of legislative changes, during their consideration by Cabinet.

A special task force, established by the implementation team, provided a basis for the equitable deployment of support staff between ministries, paying particular attention to support staff related to departments which were being split between two or more ministries. Implementation directors participated in extensive negotiations between ministries, to accomplish this.

Under the direction of the Civil Service Commission, a project was initiated to monitor staffing changes associated with reorganization, particularly those at senior levels. This was designed to ensure the appropriate staffing of all senior level positions in the new ministry structures.

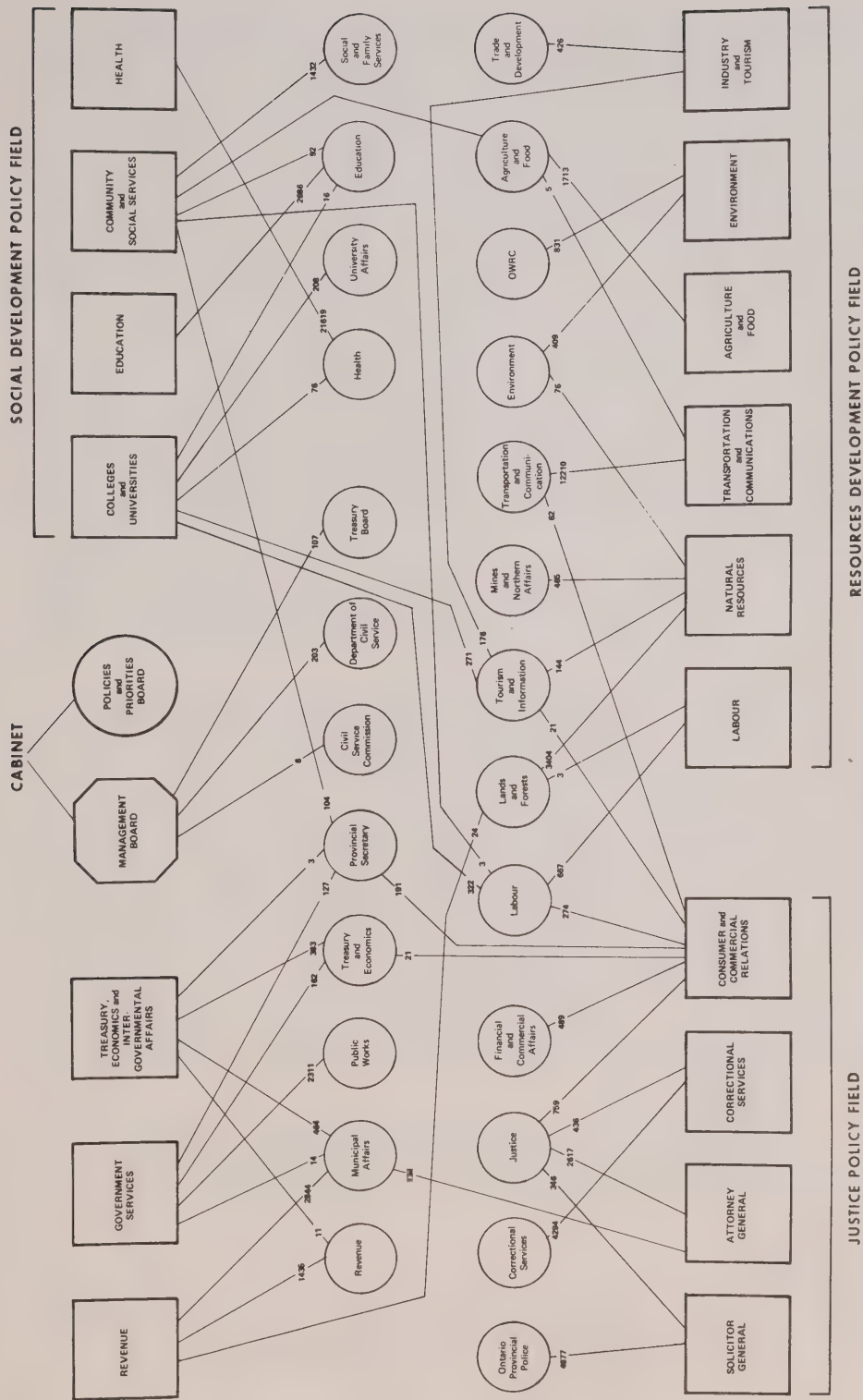
A special task force was formed under the Ministry of Government Services in cooperation with the implementation team, to establish priorities and work schedules to accomplish the physical moves occasioned by shifts in reporting relationships of program personnel.

During this first phase of the implementation process, certain changes in the ministry names which had been proposed were deemed advisable:

Proposed Name	New Names
Ministry of Housing and Social Services	Ministry of Community and Social Services
Ministry of Trade and Industry	Ministry of Industry and Tourism
Environment and Resources Development Policy Field	Resources Development Policy Field
Ministry of Public Protection	Ministry of Consumer and Commercial Relations
	Ministry of Solicitor General
Ministry of Finance and Intergovernmental Affairs	Ministry of Treasury, Economics and Intergovernmental Affairs
Ministry of Revenue and Government Services	Ministry of Revenue
	Ministry of Government Services

Illustrated on page 67 is the restructuring of the former departments into the policy field groupings and new ministries. Although organization charts for all new ministries were prepared and were approved by Management Board, it was recognized that much remained to be done.

Full integration of program components within ministries involves a great deal more than simply the assignment of jurisdiction or responsibility to a particular ministry. It is vitally important for all responsible ministry personnel to become thoroughly familiar with the broad range of program resources available for achieving the major missions of the ministry. In this process, the interdependence of ministry program components are becoming



increasingly evident, and close inter-relationships will be developed which will bring about a truly integrated approach to the meeting of community needs. Moreover, ministry personnel, in cooperation with implementation team officers, will seek to promote the development of new and better means for marshalling community resources which can be coordinated for the provision of services. Perhaps more importantly, it will stimulate the vital flow of information from the grass roots level to the policy-making level within government.

Interministry communication mechanisms are, of course, vital in the development of the new capability for dealing with broad policy questions. This is true, not only with respect to the assembling of necessary resource data and information, but also with respect to the effective employment of program resources of implementing broad government policies. The implementation team will continue to exercise a coordinating and assisting function as the secretariat organizations related to provincial Secretaries and deputy secretaries, in cooperation with the ministry organizations, develop efficient and effective arrangements for program and policy coordination.

In summary, our recommendations on the structure of Government as submitted in Interim Reports Two and Three having series numbers 4, 5 and 8, listed in Appendix 2, have been fully implemented or are in process.

- ♦ Cabinet Committees and support staff have been created and are functioning. The Policy and Priorities Board under the chairmanship of the Premier meets weekly.
- ♦ Provincial Secretaries for the three policy fields have been appointed with no operating responsibilities which has permitted them to devote full time to policy matters.
- ♦ Two Ministers Without Portfolio and seven Parliamentary Assistants have been appointed.
- ♦ More formalized procedures have been adopted by Cabinet and its Committees and Boards based on the Proposed Policy-making Process set out in Appendix 2 of our third interim report.
- ♦ The use of task forces is well recognized by Ministers and senior government officials as a means to deal with interministry and cross-functional problems.

### *The Audit Function*

Our Interim Report Number One contained a number of recommendations concerning the audit of expenditures. In March, 1972, the Audit



Act and the Financial Administration Act were amended in such a way that the Provincial Auditor would continue to examine requisitions for expenditure of funds until an Order-In-Council for each ministry had been approved by the Lieutenant-Governor. The request for approval of the Order-In-Council would be made by the Treasurer when he was satisfied that a ministry had attained satisfactory controls and standards. The Provincial Auditor would assume the role of financial auditor of accounting systems and transactions and the post-audit of expenditures. The recommendation concerning the transfer of pre-audit to the Comptroller of Accounts as an interim measure was not accepted.

To provide direction for the implementation of changes recommended in the expenditure pre-audit function, a Steering Committee was established under the Chairmanship of the Executive Director of the Management Services Division of the Management Board. The Provincial Auditor and the Comptroller of Accounts also served on this committee.

A five-man Task Force was formed under the direction of the Steering Committee to work out arrangements for timing of ministry changeovers to the new system, legislative requirements, personnel aspects and the establishment of criteria by which the capability of ministries to assume the new functions could be assessed.

A two-year time frame was established, to begin at the end of May 1971, providing for a complete transfer of the pre-audit functions from the Office of the Provincial Auditor to the individual ministries, by the 1st of June 1973. A professional firm of chartered accountants was engaged to assist in the establishment of criteria by which ministries could be measured, and responsibility for evaluation of individual ministry capabilities was placed in the hands of the Audit Standards Branch of the Ministry of Treasury, Economics and Intergovernmental Affairs. Over the two-year period, responsibility for the pre-audit functions is to be transferred on a phased basis. As a ministry qualifies for assumption of its new responsibilities, regulations will be promulgated to accomplish this.

The pre-audit staff located in the office of the Provincial Auditor is to be absorbed, as needed, by various ministries; any excess will be dealt with by attrition or relocation.

Adequate standards and procedures for monitoring the results of placement of pre-audit functions within individual ministries were developed by the Audit Standards Branch, in cooperation with the Provincial Auditor.

As of October 31, 1972 the following agencies were certified for post audit:

- ♦ Office of the Premier

- ♦ Office of the Cabinet
- ♦ Offices of the Provincial Secretaries for Justice, Resources Development, and Social Development
- ♦ Office of the Provincial Auditor
- ♦ The Ministry of Agriculture and Food
- ♦ The Ministry of Correctional Services
- ♦ The Ministry of Education
- ♦ The Ministry of Industry and Tourism
- ♦ The Ministry of Labour
- ♦ The Ministry of Natural Resources
- ♦ The Ministry of Transportation and Communications
- ♦ The Ministry of Treasury, Economics and Intergovernmental Affairs (also served the Management Board and the Civil Service Commission).

The remaining ministries and the O.P.P. are all expected to be converted to post-audit by March 31, 1973.

### *Supply and Services*

In its first interim report, the Committee discussed the need for government-wide purchasing policies and expertise in supply and materials management. Interim measures were proposed in Recommendations 3.1 to 3.5. It was also proposed that further studies, in cooperation with the Management Board and the Supply Services Division of the Ministry of Government Services, be initiated on stores and warehousing, traffic and delivery facilities and systems, fleet management and on other aspects of the supply function.

To facilitate the new responsibility of the Ministry of Government Services under Recommendation 3.2, certain activities of the ministries were consolidated in the Supply and Services Division. The division has thereby assumed the responsibility for the printing and publishing function.

A Committee for the Development of Supply Policies and Procedures (C.D.S.P.P.) was established by the Management Board in January, 1971. Its members included the Executive Director, Supply and Services Division, Ministry of Government Services, as Chairman; the Coordinating Director, Committee on Government Productivity as Vice-Chairman; the Director, Management Policy Branch, Management Board Secretariat; the Executive Director, Finance and Administrative

Services Branch, Ministry of Health; the Director of Services, Ministry of Transportation and Communications and the Director of Administration, Ministry of Natural Resources.

The committee selected 23 areas of supply and services management for detailed study. All studies have been completed or are near completion. Policy and Procedure recommendations submitted to the Management Board for approval are indicated in Appendix 17.

### *Integration of Payroll and Personnel Records*

Implementation of Recommendation 7.1, which dealt with the desirability of maintaining a central system of employee records, is well underway.

A steering committee was established by Management Board to direct the implementation of an integrated payroll and personnel system. Members of the committee include the Coordinating Director of C.O.G.P. as Chairman; the Executive Director of the Management Services Division of the Management Board Secretariat; the Comptroller of Accounts; the Executive Director of the Department of Civil Service and the Executive Director, Administration Division, Ministry of Government Services.

A task force is now at work and is expected to complete its system design by March 1973.

### *Automatic Data Processing*

Following release of the Committee's Interim Report Number Five, on Automatic Data Processing, representatives of the implementation team undertook an assessment of the report and met with members of the Systems and Data Processing Council, deputy ministers and other senior officials. Responses were invited in a memorandum from the Deputy Minister, Management Policy, and were received both in writing and in a series of meetings with those concerned.

An Implementation Planning Committee and task forces were established; represented on them were senior public servants, and officials from industry and from the management consulting profession. The objectives were to review C.O.G.P. recommendations, examine alternatives for implementation and develop a detailed implementation plan. The plan, approved by the Management Board, involves a phased program. A central agency will be established by March 31st, 1973 in the Ministry of Government Services to provide computer services, systems and programming services and management services and certain computer centres transferred to it. A.D.P. Coordinators in ministries will be appointed by

September 31st, 1973. Other computer centres will be transferred to the central agency by January 1st, 1975.

### *Utilization of Human Resources*

The Civil Service Commission has been assigned responsibility for the implementation of the U.H.R. recommendations. Certain key positions, established within the staff of the Civil Service Commission, have a prime responsibility for planning and controlling the implementation process. These positions are currently being filled.

In addition, a Steering Committee has been established. It will serve as an advisory body to the Civil Service Commission on the implementation of the U.H.R. recommendations. The Committee's role is twofold: first, to give practical advice about the planning and implementation process; secondly, to bring to bear the perspective of the operational managers whom the system will serve. The objective of the Steering Committee is to ensure that the U.H.R. recommendations are interpreted and implemented to meet overall requirements of the Government.

At a session lasting over two days, with all deputy ministers and their senior personnel administrators, the ramifications of Interim Report Number Six were explored and the deliberations from this session are being assessed by the senior planning staff of the Commission.

The Steering Committee is developing its initial views on the recommendations, and providing the Commission's planning staff with the reactions of program managers who must implement and operate within the system of personnel management which is ultimately developed.

### *Communications and Information Services*

The implementation process of Interim Report Number Seven on Communications and Information Services began formally in July, 1972. For this task, two communications resource people were added to the Management Policy Branch, one seconded from another ministry and one on a contract basis.

As a first step in developing an implementation plan the implementors made a thorough review of the report and its relationship to their current implementation efforts, particularly Interim Report Number Three. Meetings with Deputy Ministers, attended by the implementors and the Deputy Minister of the Management Policy Branch, were convened to discuss the report's recommendations both in broad terms and as they related specifically to the needs of their ministry. These meetings were followed by work sessions with the personnel designated responsible for implementation of the C.O.G.P. reports in the Ministries so that a detailed



implementation program could be initiated. By mid-November most meetings were completed, and ministries began their internal review of communication needs with the intent of incorporating new organization and planning changes into their fiscal 1973-74 estimates, where feasible.

At the same time, the Cabinet Office began to develop a government communications policy. The policy, to be announced by the Premier, will serve as a guide for all ministries and agencies to develop their own communications programs and guidelines adapted from the overall policy to meet their special needs.

The implementation team is working with the Committee for the Development of Supply Policies and Procedures to effect the recommendations on the Queen's Printer and Publisher. It is anticipated that a substantial number of these will be implemented by March 31, 1973.

A task force has been established to review all government field information programs and complementary private sector programs. This task force will report to a Management Policy team whose task is to review those recommendations pertaining to the Community Information Centre program, the toll-free telephone proposal and the role of the Citizen's Inquiry Branch in the collection of feedback data. These will then be reviewed in the light of other government field information programs such as Northern Affairs, Labour's storefront program and the Queen's Printer and Publisher's Bookstore.

The purpose is to propose a rational plan which would employ the disparate elements to provide to all the people of the Province adequate assistance for obtaining government information. Since the Commission on the Legislature is directly concerned with the Member's role in providing his constituents with assistance in their relationships with government services and programs, there will be close liaison with the Commission and coordination of effort where possible. The report on the government information apparatus is to be presented to the Management Policy Branch on or before March 31, 1973.

### *Real Property Management*

This study and its recommendations were published in Interim Report Number Eight. Evaluation and coordination of implementation plans will be undertaken by the implementation team, in cooperation with appropriate public service personnel.

### *Recommendations From Report Number Nine*

Planning for implementation of these recommendations will be

coordinated by the implementation team. In the evaluation process, leading to the tailoring of appropriate implementation plans, care will be taken to ensure the full involvement of the public service operational and executive personnel who will be directly concerned.

## FURTHER STUDIES

Some of the recommendations from the first nine reports suggest the need for additional formalized studies. Certain of these studies will be most appropriately undertaken solely by internal resources, while others, which we have designated as mixed (M), would appear to require a combination of internal and external resources.

### Utilization of Human Resources (Interim Report Number Six)

*The C.O.G.P. recommended that:*

- 7.2 A goal setting and performance review system based on output be developed for individual jobs.
- 7.4 An effective and comprehensive system of manpower planning be devised which coordinates the actions of the Premier, the Ministers and/or their Ministry designees and the Management Board.
- 7.13 A simplified classification system be developed, based on broadbanding.
- 7.15 An effective service-wide master classification system be developed which relates all positions on a job comparison basis and employs a single salary structure.
- 7.16 An effective merit pay system be introduced based on performance review.
- 7.17 The impact of province-wide pay rates be assessed. (M)
- 7.18 A comprehensive and equitable sick leave plan be developed to give income protection based on need.
- 7.20 A review of insurance plans related to life and health be undertaken. (M)
- 7.23 A pension plan be designed which offers increased protection against inflation. (M)

### Communications and Information Services (Interim Report Number Seven)

*The C.O.G.P. recommended that:*

- 10.16 The Management Board be responsible for identifying the

most appropriate way to evaluate all ministry field information programs and complementary private sector programs.

#### Agencies (Report Number Nine)

*The C.O.G.P. recommended that:*

- 12.3 The Management Board re-evaluate the need for each and all of the existing government agencies. (M)
- 12.19 Existing commercial activities of the Government be examined for the purpose of ascertaining whether they might be more efficiently provided by the private sector.
- 12.27 Those responsible for implementing the government re-organization review all agencies which perform more than one function, with the object of determining whether it is practical and more efficient to separate or regroup these functions.

#### Management Information Systems (Report Number Nine)

*The C.O.G.P. recommended that:*

- 14.1 To reduce duplication of effort among ministries, a common information system be developed for the use of ministry program managers and central management agencies; and  
that this information system be compatible with the principles of P.P.B.S., laying stress on output.
- 14.2 A task force be organized with a clear and strong mandate, together with the requisite responsibility, authority and financial resources, to design and develop a common information system for the Government of Ontario;  
that a single organizational unit, with the required responsibility, authority and financial resources, be charged with the task of operating, modifying and maintaining the proposed system on behalf of the ministry managements and the central management agencies; and  
that the unit be located in the Ministry of Treasury, Economics and Intergovernmental Affairs to ensure that common needs across the Government are met effectively, as well as those of individual ministries.



- 14.4 The accounting principles intended to form the basis of the common information system be defined before the new system is devised; that both ministry program management and the central management agencies be involved in this process; and that these accounting principles be applied to support the achievement of full costing of programs. (M)**

In addition, we have identified a number of other areas in which studies should be formally undertaken by the Management Board with the direct involvement of the Management Policy Branch. In some cases studies are already underway or are being planned and we suggest that these be expanded or accelerated.

### **Productivity Measurement**

In Report Number Nine we recommended that:

*Work measurement be carried out in areas of the Government where large numbers of people perform routine clerical work.*

There are many programs of the Government where large clerical staffs are involved in paperwork processing. The establishment of work standards and systems would assist greatly in determining, justifying and evaluating complement requirements. We believe that substantial economics can be expected through increased efficiency and improved work methods. An example of such a study was undertaken in 1970 by the Management Services Division for the Ontario Hospital Services Commission into claims processing. This produced beneficial results and confirmed our belief in the need for similar studies throughout the Government.

We envisage three main steps being taken to introduce this program.

- ♦ The Management Policy Branch would analyze and identify those programs where productivity measurement is applicable. Basic data on present procedures, complement, workload and other aspects would be collected and incorporated in a position paper to be agreed upon by the responsible management. Priorities for study should be set and an overall plan developed.
- ♦ A task force should be established with both internal and external resources skilled in productivity measurement

techniques to develop a detailed methodology for application to the areas identified above. Ministry systems analysts and other staff should be involved in this stage.

- ♦ Study teams should be formed of persons so trained to undertake the productivity measurement studies in accordance with detailed terms of reference developed by the Management Policy Branch and approved by Ministry Management. An appropriate monitoring scheme should be established to ensure that progress is in accordance with plan and that target dates are being met.

We recognize that the investment of internal resource time will be substantial. However, adoption of the recommended program should produce more than offsetting economies and provide internal skills and expertise in clerical work analysis and measurement for continuing application to current and new programs.

### **Rationalization and Dispersal of Services**

We have indicated in earlier reports our support for the location of ministry staffs outside of Queen's Park and Toronto and the dispersal of program delivery services to the field. This will have the effect of bringing public servants closer to the public they serve and improve communications as proposed in our Interim Report Number Seven. The Management Board has approved in principle the concept of greater regionalization, decentralization and dispersal of services. We understand that the Board has commissioned a further study by its Management Services Division to develop an overall plan for execution. Issues that should be taken into account in this study include:

- ♦ the extent to which regional and divisional boundaries of all ministries and agencies should be the same;
- ♦ the feasibility of locating the head offices of certain ministries, such as Agriculture and Food, in centres other than Toronto;
- ♦ the advantage of providing common administrative services in each centre to a number of ministries;
- ♦ the cost/benefit aspects of consolidating all ministry offices in each centre into one Government Building.

### **Asset Management**

The Committee for the Development of Supply Policies and Procedures arranged for a general review of government asset acquisition,

control, utilization and disposal policies and practices excluding land, buildings, and structures as covered in our Interim Report Number Eight. It was found that there was much scope for improvement, particularly in control and disposal systems. The Committee concluded that there was a need for the development of a common system for asset management applicable to all ministries and that the Management Board should establish a task force to develop and implement the system. We concur with this conclusion and urge that developmental work be commenced as soon as possible.

### **Consolidation of Audits Inspection and Licensing**

Many ministries conduct audits of municipalities and firms in the private sector, perform inspections and issue licences. Although previous studies of the feasibility of consolidation have been made, we understand that there has been no general consensus as to the pros and cons. We believe that there are advantages in maintaining some degree of consolidation of these functions and therefore suggest that an intraministerial task force be established to determine specifically where and how consolidation is practical and beneficial.

### **Financial Management Systems**

As indicated in a previous section of this report we undertook a limited study of financial management systems in view of systems changes which were being developed and introduced. Responsibility for pre-audit of expenditures is being transferred from the Provincial Auditor to operating Ministries. However, we consider it now to be timely to reappraise the overall financial management systems. Areas for particular consideration include:

- ♦ methods for preparation and presentation of multi-year forecasts and annual estimates;
- ♦ procedures and methods of presentation of financial reports for use by program managers;
- ♦ the role and structures of Finance Divisions to develop guidelines for complement requirements;
- ♦ internal audit practices in relation to the post-audit systems to be introduced by the Provincial Auditor.

## Making Government Expertise Available to the Private Sector

In a submission received, it was suggested that:

*... computer programs written at the expense of the Ontario taxpayer should be made available to industry in the province without restrictions. Many of them are of a general nature and may have the effect of standardization. A list of available computer programs should be maintained and distributed.*

The Management Board should commission a study of ministries and agencies to determine areas of expertise that might be made available to business and industry for commercial development. Ontario Hydro is a good example of an agency which has developed considerable and valuable expertise.

## Research Programs and Structures

An approach open to us in structuring our inquiry was to review the role, objectives, organization and accomplishments of functional areas such as research in the various ministries and agencies as the Glassco Commission did at the federal level. Due to time and resource constraints we decided to restrict our projects to those described earlier. Nevertheless, we believe that it would be worthwhile for the Management Board to undertake a study of research programs for the Government as a whole. Terms of reference might include:

- ♦ review of research requirements and structures that will best serve the ministries and policy fields;
- ♦ development of meaningful standards and systems for the assessment, financing and evaluation of research programs.



## EVALUATION OF BENEFITS

The Committee was mindful that the success of its work in stimulating improved efficiency, effectiveness and responsiveness should be evaluated. As indicated in the section on implementation, a number of years will be required to achieve proven benefits. We urge that a program be adopted by the Management Board to monitor and evaluate the results of change resulting from the implementation of our recommendations.

There are many criteria by which tangible and intangible benefits can be evaluated:

- ♦ the number of recommendations for improvement which have been accepted and implemented successfully;
- ♦ the ease of implementation or, conversely, problems encountered;
- ♦ the acceptance of change and improvement throughout the public service;
- ♦ reduction in unit cost of providing a previous level of service; or the provision of an increased level of service at the previous level of cost;
- ♦ improved standards for output and performance measurement;
- ♦ better policy-making decisions at the ministerial and senior administrative level;
- ♦ the extent to which managers are better able to make decisions concerning the use of resources in the delivery of programs;
- ♦ stimulation of a managerial and administrative environment for future change and improvement;
- ♦ the recognition and satisfaction throughout the public service with the results;
- ♦ responsiveness of the Government to the public;
- ♦ the application of productivity measurement;
- ♦ improved productivity.

The majority of the criteria are of necessity intangible and subjective. In addition, before benefits can be achieved, new managerial processes and organizational structures will require time to become fully operative. The implementation program, described previously, has provided a formal means of surveying changes to date and the likelihood of future benefits.

We recognize that full realization of benefits does not result merely from official approval and the preparation and promulgation of new structures, policies, procedures, and practices in written form. Improvements result from actions and, above all, from better decisions and systems for the delivery of both programs and support services. This was the basic philosophy behind many of our recommendations. Reduction in the delay of decisions and provision of services, and the lessening of inconveniences to the public are other means of determining whether or not improvements have actually taken place.

As indicated, the majority of our recommendations have been approved and have either been implemented, are in the process of being put into effect or are being planned. The most significant, at this point of time, are those relating to the decision-making process at the Cabinet level and to the structure of government. The arrangement of ministries into policy fields and the existence of Provincial Secretaries has permitted greater concentration on policy and priorities setting and the evaluation of programs. The Management Policy Branch recently conducted a survey of the top level decision-making structure and found it to be working well.

The greatest area for economies will result from the more efficient delivery of programs to the public. It will be difficult to relate specific economies directly to any particular recommendation or group of recommendations. However, the principles of full program costing and the assignment of complete budget responsibility to program managers will result in increased cost consciousness on their part and, thus, savings.

We believe that the Management Board should introduce a formal system to determine the cost benefit implications of implementation of our recommendations over the next five years where tangible savings are indicated. Periodic progress reports should be made to the Management Board by the task forces charged with implementation.

## APPENDICES







## APPENDIX 1

## EXECUTIVE COUNCIL OFFICE

OC-4689/69

Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 23rd of December, A.D. 1969.

Upon the recommendation of the Honourable the Treasurer of Ontario and Minister of Economics, the Committee of Council advise that a special Committee, consisting of the following persons:

J. B. Cronyn	Chairman
G.H.U. Bayly	Member
C.E. Brannan	Member
A.R. Dick, Q.C.	Member
C.C. Hay	Member
G.R. Heffernan	Member
H.I. Macdonald	Member
A. Powis	Member
J.K. Reynolds	Member
R.D. Wolfe	Member

be appointed to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and the effectiveness of the Government of Ontario.

The Committee further advise that this inquiry to be known as the Productivity Improvement Project, not extend to the institution of the Legislative Assembly of Ontario.

And the Committee further advise that the Committee be authorized to adopt such procedures and methods as it from time to time deems expedient for the proper conduct of the inquiry and to engage the services of such counsel, staff, and technical advisers as it may require at rates of remuneration and reimbursement to be approved by Treasury Board.

Certified

Clerk Executive Council.

C.O.G.P. REPORTS AND RECOMMENDATIONS

Reports	Date	Recom- mendation Series
1. Progress Report and Interim Recommendations	December, 1970	1 to 5
2. Progress Report and Interim Recommendations	March, 1971	5, 6, 7
3. Structure of Government	December, 1971	8
4. Progress Report	December, 1971	-
5. Automatic Data Processing	February, 1972	9
6. Utilization of Human Resources	April, 1972	7
7. Communications and Information Services	June, 1972	10
8. Real Property Management	November, 1972	11
9. Recommendations from Other Studies	March, 1973	12 to 17
10. A Summary	March, 1973	-

Recommendations

For convenient reference, recommendations as presented are grouped in categories, with report number indicated in brackets. Categories appear on the following pages:

Cabinet Committees and Support Staff	87
Structure of Government	87
Utilization of Human Resources	90
The Audit Function	93
Supply and Services	94
Automatic Data Processing	94
Communications and Information Services	95
Real Property Management	99
Agencies	101
Aspects of Decision Making	103
Management Information Systems	104
Systems and Procedures	105
Statistics	108
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### **Cabinet Committees and Support Staff (*One and Two*)**

- 5.1 The Government consider the increased use of Cabinet committees and the provision of the necessary support staff.
- 5.2 The Cabinet establish two senior Cabinet committees, the Policy and Priorities Committee and the Management Committee.
- 5.3 The chairmen of these committees be Ministers without operating responsibility.
- 5.4 The Cabinet establish a Legislation Committee.
- 5.5 The Cabinet establish Coordinating committees.
- 5.6 The Cabinet committees be supported by additional secretarial resources.
- 5.7 The Cabinet accept more formalized procedures.

### **Structure of Government (*Three*)**

- 8.1 Policy Ministers without operating responsibilities be appointed to devote full-time attention to setting priorities, to providing leadership in policy development, and to co-ordinating related programs of government within their respective policy fields.
- 8.2 The Policy and Priorities Board of the Cabinet be composed of the Prime Minister as Chairman, the Chairman of the Management Board of Cabinet, the Minister of Finance of Intergovernmental Affairs, and the Policy Ministers.
- 8.3 A Social Development Policy Field be established containing the following ministries: Colleges and Universities, Education, Health, and Housing and Social Services.
- 8.4 An Environment and Resources Development Policy Field be established containing the following ministries: Agriculture and Food, Environment, Labour, Natural Resources, Trade and Industry, and Transportation and Communications.
- 8.5 A Justice Policy Field be established containing the following ministries: Attorney General, Correctional Services, Public Protection.

- 8.6 Policy field committees of Cabinet be established. In each case, the membership of these committees would be all of the Ministers within a particular policy field, chaired by their Policy Minister.
- 8.7 A Ministry of Finance and Intergovernmental Affairs be established.
- 4.1 Parliamentary Assistants be appointed to provide specialized assistance for Ministers in charge of major departments.
- 8.8 Parliamentary Assistants be appointed to assist the Minister of Finance and Intergovernmental Affairs.
- 8.9 A Ministry of Revenue and Government Services be established, with primary responsibility for:
- a) administering the collection of revenues, and
  - b) the provision of common services.
- 8.10 The Minister of Revenue and Government Services be a member of the Management Board.
- 8.11 The following principles be applied in the delivery of common services:
- a) policy and standards on delivery and use of common services be approved and promulgated by the Management Board;
  - b) charges for services provided by the Ministry of Revenue and Government Services be levied to customer ministries on a full-cost basis;
  - c) ministries be allowed to obtain services within or outside the Government;
  - d) some of the common services need not be centralized under the Ministry of Revenue and Government Services but could be delegated to units within ministries that have specialized expertise.
- 8.12 The Management Board consist of a full-time Chairman, at least one Minister from each policy field, the Minister of Finance and Intergovernmental Affairs, and the Minister of Revenue and Government Services.



- 8.13     The Chairman of the Civil Service Commission report to the Chairman of the Management Board.
- 8.14     The Department of the Civil Service cease to exist and that its staff become the staff of the Civil Service Commission.
- 8.15     The Chairman of the Civil Service Commission cease to be known as the deputy minister of the Department of the Civil Service, but that he continue to have deputy minister status.
- 8.16     One or more Commissioners with personnel expertise be appointed to the Civil Service Commission from outside the Public Service.
- 8.17     The Civil Service Commission continue to provide advice on personnel policy to the Management Board and personnel services to ministries. Ministries be allowed to provide such personnel services as recruiting and staff training for themselves or be given the option of purchasing such services either from the Civil Service Commission or from outside Government.
- 8.18     The decision to leave the central supply of personnel services within the Government with the Civil Service Commission be reviewed by the Management Board within five years, with the object of transferring some of those services to the Ministry of Revenue and Government Services.
- 8.19     The Management Board restrict itself to control functions and that all service functions, except those affecting personnel, be transferred to the Ministry of Revenue and Government Services.
- 8.20     A small secretariat be established for each policy field to provide the Policy Minister with analytical and administrative support. These appointments should be for a specific, renewable term (two to five years). The search for suitable candidates should not be restricted to the Public Service.
- 8.21     A Secretary with the status of a deputy minister be appointed to head each policy field secretariat. These appointments, that of the Deputy Minister of Finance and Intergovernmental Affairs, the Secretary to the Management Board, the Secretary to the Cabinet, and the Deputy Minister of the Department of the Prime Minister, should be for a specific, renewable term (two to five years). The search for suitable candidates should not be restricted to the Public Service.

- 8.22 An advisory and support group for the Policy and Priorities Board be formed, made up of the three policy field Secretaries, the Deputy Minister of Finance and Inter-governmental Affairs, the Deputy Minister of the Department of the Prime Minister, the Secretary to the Management Board, and the Secretary to the Cabinet, who would act as Chairman.
- 8.23 The Secretary to the Cabinet provide a committee secretary to the Policy and Priorities Board and each of the other committees of Cabinet, except the Management Board, to assist in the preparation of agenda and minutes, in order to ensure consistency of format and coordination of information flow.

#### Utilization of Human Resources - Personnel Management (*One, Two and Six*)

- 2.1 The Government formulate a policy and implement a planned program designed to give selected managers the opportunity to obtain 'corporate', inter-departmental experience. Since the example of style in management comes from the top, this program should initially be limited to a group of approximately 100 people: deputy ministers, assistant deputy ministers, heads of ministerial agencies and equivalent ranks.
- 7.1 A system of centrally collecting basic data on employees which is integrated with the central payroll system be approved and that a program of integration be implemented.
- 7.2 A goal setting and performance review system based on output be developed for individual jobs.
- 7.3 Managers receive training to upgrade their general skills and to familiarize them with personnel management practices.
- 7.4 An effective and comprehensive system of manpower planning be devised which coordinates the actions of the Premier, the Ministers and/or their ministry designees and the Management Board.
- 7.5 Selection standards emphasize the output aspect of a particular job rather than formal qualifications, while not underrating their basic importance.
- 7.6 Where possible, at least three eligible candidates be identified for each vacant position through appropriate publicity and a progressive search of related manpower inventories in the

Public Service; and that the search be extended outside the Public Service, if this is desirable.

- 7.7 New entrants into the Public Service be permitted to purchase pension credits.
- 7.8 Decisions on training and development be made the responsibility of program managers, the costs of training being allocated to the program.
- 7.9 More opportunities for on-the-job training be provide.
- 7.10 Ways be provided in which an employee can assist in planning his own career.
- 7.11 The present system of centralized control of classification be converted to one under which standards would be approved by the Management Board to assure Service-wide uniformity, and by which the responsibility for applying classification standards would be delegated to each ministry.
- 7.12 Classification specialists available in the Public Service be reassigned as needed in the ministries to apply classification standards.
- 7.13 A simplified classification system be developed, based on broadbanding.
- 7.14 Pay research be undertaken for key benchmark jobs which is directed to a comparison of outputs, rather than a comparison of common elements, such as duties, qualifications or experience.
- 7.15 An effective Service-wide master classification system be developed which relates all positions on a job comparison basis and employs a single salary structure.
- 7.16 An effective merit pay system be introduced based on performance review.
- 7.17 The impact of province-wide pay rates be assessed.
- 7.18 A comprehensive and equitable sick leave plan be developed to give income protection based on need.
- 7.19 The system of giving attendance credits be discontinued when a sick leave plan based on need has been introduced.

- 7.20 A review of insurance plans related to life and health be undertaken.
- 7.21 An adequate information program for employees be developed by the Management Board to publicize the conditions under which leaves of absence may be granted.
- 7.22 The pension plan permit early retirement, based on equitable formulae, for senior public servants at the initiative either of the Government or of the employee.
- 7.23 A pension plan be designed which offers increased protection against inflation.
- 7.24 The Management Board be responsible for the approval of benefits policy.
- 7.25 The program manager, assisted by the Civil Service Commission and the Ministry of Government Services in a service capacity, have prime responsibility for keeping the employee informed about benefits.
- 7.26 The Ministry of Government Services handle the actuarial design, collection of contributions, and payments under the benefits plans; and that it deal also with financial aspects of post-retirement counselling.
- 7.27 The Ministry of Treasury, Economics and Intergovernmental Affairs manage the contributions to benefits; and that the same Ministry, with the assistance of officers from the Ministry of Government Services, have responsibility for policies and standards governing benefit accounting systems.
- 7.28 An effective post-audit system be established by the Civil Service Commission to ensure that ministerial personnel procedures are consistent with policies and guidelines approved by the Management Board.
- 7.29 The Civil Service Commission appoint a limited number of specialists, highly skilled in staff relations, to assist in planning and to provide support for the development of policy and long-range goals.
- 7.30 The alternatives of make or buy be considered in the delivery of personnel services.



- 7.31 An expanded counselling service be developed, in which basic responsibility for counselling resides with the program manager, supported by the ministerial personnel officer; and that professionally qualified central coordinating staff should also be available to recommend referral to community counselling services, if required.
- 7.32 The personnel management guidelines emphasize to the manager the need for adequate training and careful counselling before initiating transfer, demotion, or the ultimate step of dismissal.
- 7.33 Hours of work in the Public Service be arranged which best serve the convenience of the public and the attainment of job goals, but which will accommodate employee preferences where possible.
- 7.34 Upgrading of inferior facilities be continued.
- 7.35 The cost of improvements to physical working conditions be charged to programs.
- 7.36 For cases where a public servant is moved at the request of the employer, a policy be developed to protect the employee against unreasonable expenses and against having to sell his home at less than fair market value.

#### The Audit Function - Financial Management (*One*)

- 1.1 The Audit Act be amended to remove from it the requirement for the Provincial Auditor to examine requisitions for expenditure of funds within approved appropriations before a cheque may be issued.
- 1.2 The present pre-audit function be transferred to the Comptroller of Accounts as an interim step.
- 1.3 The Treasurer of Ontario be empowered, on the advice of the Comptroller of Accounts, to transfer the pre-auditing function to departments as they demonstrate their capabilities to maintain adequate legal and accounting controls of expenditure.
- 1.4 The Provincial Auditor assume the role of financial auditor of accounting systems and transactions.

- 1.5 The Comptroller of Accounts establish criteria for the adequacy of accounting system performance, measure the effectiveness of each department's system against the established criteria and develop a plan to upgrade those systems found wanting.

#### Supply and Services - Material Management (*One*)

- 3.1 The Treasury Board be responsible for the approval and publication of the Government's purchasing and supply policies and procedures.
- 3.2 The Central Supply Division, Department of Public Works, be responsible for developing policies and procedures for the approval of Treasury Board.
- 3.3 The role of the Central Purchasing Committee be modified to that of an advisory committee.
- 3.4 Central Duplicating should be the only large government duplicating facility serving all departments that are within easy access of the Queen's Park complex. Treasury Board will be responsible for deciding whether users can justify their own facilities based on remoteness.
- 3.5 Departments should be responsible for the operation of copy centres for small volume and urgent work.

#### Automatic Data Processing (*Five*)

- 9.1 The Management Board of Cabinet be responsible for establishing the broad guidelines within which A.D.P. is used in the Government; and that all existing service functions now performed by the Management Board be transferred elsewhere.
- 9.2 A small number of senior personnel in the Management Board coordinate, control and evaluate A.D.P. services provided to ministries.
- 9.3 The systems and programming function be organizationally separated from the computer services function.
- 9.4 Competition for government business be encouraged between government and commercial computer centres.

- 9.5 A computer services agency be established within a Ministry of Revenue and Government Services to manage all computer facilities in the Ontario Government.
- 9.6 Commercial systems and programming firms be allowed to compete with the government systems and programming service for government business.
- 9.7
  - a) Most systems and programming personnel in the Ontario Government be managed centrally by a systems and programming agency located in the Ministry of Revenue and Government Services.
  - b) Where a ministry can demonstrate, to the satisfaction of the Management Board, that it has a continuous need for a small number of highly specialized analysts and programmers, the ministry be permitted to retain these specialists in its own organization. This special ministerial need should be reviewed annually by the Management Board.
- 9.8 One or more systems coordinators be appointed in each ministry as an integral part of its management and with responsibility for advising on all aspects of the use of A.D.P. and for procuring all A.D.P. services.
- 9.9 Implementation of the recommendations in this report be completed before December 31, 1974.

#### Communications and Information Services *(Seven)*

- 10.1 Cabinet develop and make public a government communications policy and support the development of the guidelines necessary to give effect to this policy.
- 10.2 All program managers be responsible and accountable for the communications components of their programs within the context of the Planning, Programming, Budgeting System.
- 10.3 In conjunction with the Management Policy Branch of the Management Board Secretariat, each ministry review its current information programs and structure and assess the need for a communications planning capability, and separation of this function from the Information Service Unit.

- 10.4 Each policy field secretariat appoint, for a limited term, a senior communications advisor with responsibilities to prepare communications plans for the secretariat, and help coordinate communications activities within the policy field.
- 10.5 The Ministry of Treasury, Economics and Intergovernmental Affairs appoint for a limited term a senior communication advisor with responsibility to recommend communication plans for its major programs.
- 10.6 In conjunction with the Management Policy Branch of the Management Board Secretariat, each deputy minister be responsible for development and implementation of a program to improve internal ministry communications.
- 10.7 The Policy and Priorities Board of Cabinet and the policy field committees be responsible for improving inter-ministerial communications and for coordination of government news releases to the news media and the public.
- 10.8 Ministries require that communications expenditures be budgeted on the P.P.B. system and in submissions to Management Board, communications sub-program budgets be isolated and identified when expenditure is over \$25,000.
- 10.9 Communications expenditures be identified and accounted for as distinct costs.
- 10.10 Ministries require that requests for all program-associated communications budgets over \$25,000. should be supported by statements of goals and objectives which lend themselves to measurement; and that major communications projects over \$100,000. should be supported by appropriate pre- and/or post- effectiveness analysis, and report of this analysis be available to Management Board.
- 10.11 A media purchase inventory function be established in the Ministry of Government Services; and advertising space and time purchasing orders be standardized throughout the Government with the client heading reading 'Province of Ontario', a sub-heading identifying the ministry, and provision for indicating discount rates.
- 10.12 Management Board acquire the necessary expertise and advice to assure that ministry communications plans submitted for review can be assessed for expense identification and presence of adequate cost/benefit analysis and consideration of alternatives.



- 10.13 A province-wide or regional no-charge telephone service be explored and tested on an experimental basis by the Citizen's Inquiry Branch.
- 10.14 The Community Information Centre program of the Ministry of Community and Social Services become a Branch of that ministry headed by a director.
- 10.15 The Community Information Centre Branch study and test new approaches to the information centre concept.
- 10.16 The Management Board be responsible for identifying the most appropriate way to evaluate and coordinate all ministry field information programs and complementary private sector programs.
- 10.17 The Director of the Citizens' Inquiry Branch be responsible for conducting tests to identify, tabulate and analyze information on citizen interests and concerns received via the telephone inquiry service and from community information centres now operating, with the objective of determining whether these systems can provide to Government useful indications of citizen concerns and attitudes.
- 10.18 Program Managers within Government define their need for communications planning, training and development, and Ministers and deputy ministers encourage such effort by tuition-fee coverage, leaves of absence, seminar sponsorship or other measures.
- 10.19 The Civil Service Commission obtain, from among other sources, the assistance of the Information Officers Forum to determine ways and means of providing more training and development for information personnel, particularly in newer media techniques, and that the Government support such programs.
- 10.20 The Civil Service Commission and ministries consider communications as a key function in government, and communications training and experience as useful for top administrators, and as a potential base for program management.
- 10.21 a) The Office of Queen's Printer and Publisher be revised to the Printing Services Branch and be located within the Ministry of Government Services.

- b) The designation 'Queen's Printer' be vested with the Deputy Minister of the Ministry of Government Services to control imprint and title and to secure legal Crown copyright on all legislative and other material printed by Government.
- 10.22 The Government Duplicating Service be assigned to the Printing Services Branch and its operating policies be developed by the Printing Services Branch for the approval of the Management Board.
- 10.23 Responsibility for developing guidelines and procedures for the production and distribution of legislative printing be vested with the Printing Services Branch for approval of Management Board.
- 10.24 The Printing Services Branch operate a Resource Centre responsible for:
  - a) continuous cataloguing of all government publications and audio-visual materials;
  - b) the provision of a standard system of inventory management to provide perpetual inventory records;
  - c) a supportive warehousing and distribution system;
  - d) establishing an effective order-fulfillment system and depository service.
- 10.25 It be mandatory for all ministries, boards, agencies and commissions to provide the Resource Centre with prior notification of intent to publish.
- 10.26 The Government Bookstore facility be operated by the Resource Centre of the Printing Services Branch, and the need and desirability of expansion of the Bookstore or some other, wider distribution method for Government resource materials be examined.
- 10.27 Information services as allocated in the new structure of government, and contained in 1972-73 programs, continue to function for the remainder of the Fiscal Year, and policy fields and ministries complete reviews and introduce new organization and planning changes in Fiscal 1973-74 plans.
- 10.28 Advice and assistance on implementation be provided to Management Board, policy fields and ministries by use of a small, expert implementation team of communications experts from the Public Service and/or contracted from the private sector.

## Real Property Management (*Eight*)

- 11.1 The Policy and Priorities Board of Cabinet continue to be responsible for recommending overall land-use policy to Cabinet in the form of urban and regional development plans.
- 11.2 Decisions on all land-use policy matters brought before the Policy and Priorities Board be from among alternatives recommended by one or more Ministers.
- 11.3 The responsibility for managing the real property resources used in a program rest with the program managers, within the budget estimates, policy guidelines and standards approved by the Management Board.
- 11.4 The responsibility for the Government's capital construction, repair and renovation program continue to rest with the Ministry of Government Services, within the budget estimates, policy guidelines and standards approved by the Management Board.
- 11.5 As part of its review of the budget for each program, the Management Board examine, in such detail as it considers necessary, the estimates of capital expenditure, costs of rentals and other real property requirements, and operating costs of accommodation necessary to support the program.
- 11.6 The Management Board establish an internal financial accounting system designed to allocate to program managers the cost of utilization of their real property resources in relationship to the cost of their program, thereby presenting the managers with an incentive to make responsible decisions on the requirements for, and provision and use of, their resources.
- 11.7 The Management Board develop a procedural policy to enable monies required for the rental and maintenance of the real property resources required by each program to be provided in the annual budget of the program, by legislative or other authority.
- 11.8 Programs be charged a rental for real property accommodation resources they use, based on the total rental costs the Government pays for properties it leases; or, where the Government is the owner, a rental rate based on comparable facilities; or, for institutional buildings which have no open-market value, a rental rate based on an amortization of

cost formula; or, where present day costs are not determinable, a rental rate based on the calculated value of government occupancy.

- 11.9 The Ministry of Government Services provide or acquire all common real property services required by Government programs on request by, and to the satisfaction of, program managers, except where the Management Board sanctions an exception based on specialized expertise.
- 11.10 When ministries or agencies undertake major programs requiring real property services on an extended but not permanent basis, staff be assigned from the Ministry of Government Services to work exclusively on these programs.
- 11.11 The Ministry of Government Services set its charges for real property services on the basis of private sector fees, where comparison of the service can be made, and upon internally developed standard fees where no commercial fee benchmarks exist. The schedule of charges should be subject to the approval of the Management Board.
- 11.12 Property services from sources outside the Government be obtained for the program manager by the Ministry of Government Services except for services provided by units of specialized expertise which have been sanctioned by the Management Board.
- 11.13 The Ministry of Government Services be responsible for deciding whether it can provide the service with its own staff, or whether it must go to an outside source.
- 11.14 In instances where the program managers and the Ministry of Government Services disagree on the quality or cost of the property service, the matter be referred to the Management Board.
- 11.15 Substantially all cleaning, maintenance and repair service for general purpose buildings be contracted gradually to sources outside the Government.
- 11.16 Standard specifications for cleaning and maintenance be developed to guide contractors bidding on contracts and to permit evaluation of performance.



- 11.17 A Government-wide centralized inventory of owned and leased real property assets be developed by the Ministry of Government Services, for the broad use of ministries and agencies. The inventory should be based on the assessment records of the Ministry of Revenue.
- 11.18 The Province's financial statement contain a footnote recording the assessed value of all government owned property contained in the central inventory. Notation should also be made of the annual cost of leased property and of the major types of property not recorded in the inventory.
- 11.19 The Ministry of Government Services compile and distribute a directory of land management files to program managers responsible for land-use planning.
- 11.20 The Ministry of Government Services and the programs which support the buildings of residential accommodation through grants be encouraged by the Management Board to use the services of the Ontario Housing Corporation as consultant or construction manager.
- 11.21 Decentralization should take place in the management of O.H.C. rental units to increase local participation, to create local responsibility in tenant selection and relations, and to relieve O.H.C. of the burden of direct management.

#### Agencies (*Nine*)

- 12.1 The Government of Ontario continue to use and establish agencies to achieve the special advantages which result from this organizational concept.
- 12.2 All agencies report to the Legislature through a Minister.
- 12.3 The Management Board re-evaluate the need for each and all of the existing government agencies.
- 12.4 The existing title of each agency within the compass of this enquiry be reviewed, with the object of ensuring that the title will henceforth reflect the real principal functions of the agency concerned.
- 12.5 Advisory agencies be designated as *advisory committees*.

- 12.6 Members of advisory committees be appointed for one-year renewable terms, the choice to be primarily in the hands of the Minister to whom the committee in question reports.
- 12.7 Frequent turnover in membership be encouraged.
- 12.8 Judicial agencies be designated as *tribunals*.
- 12.9 Members of tribunals be appointed by the Lieutenant Governor-in-Council to serve during good behaviour; that they be subject to the same conditions for removal as Provincial Judges; and that they hold office until retirement at the age of 65 years.
- 12.10 Each tribunal report to the Minister responsible for the administration of the Act by which it is constituted.
- 12.11 Administrative tribunals be designated as *commissions*.
- 12.12 Commissions report to the Minister responsible for the administration of the Act by which they are constituted.
- 12.13 Regular turnover of members be encouraged.
- 12.14 Clear policy guidelines for commissions be publicized.
- 12.15 Members be appointed by the Lieutenant Governor-in-Council.
- 12.16 Government commercial ventures be organized in the corporate form.
- 12.17 That, for ease of recognition, such commercial agencies be called *corporations*.
- 12.18 An efficiency audit, conducted by the Management Board, be applied at regular intervals to the commercial activities of the Government.
- 12.19 Existing commercial activities of the Government be examined for the purpose of ascertaining whether they might be more efficiently provided by the private sector.
- 12.20 The two subgroups of non-commercial agencies described in this report be designated respectively as *institutes and foundations*.
- 12.21 Appointments to commercial and non-commercial agencies be made by the Lieutenant Governor-in-Council.

- 12.22 Members of boards of directors of commercial and non-commercial agencies serve for limited terms only; and that a proportion of these members be retired annually.
- 12.23 Government commercial services or products be priced at their true costs; and that non-commercial activities be subsidized.
- 12.24 The Government clearly establish and publicize policies for government enterprises to follow; that, within such policies, boards of directors be given as much freedom as possible to concentrate on economic performance; and that the Government's power over such enterprises include:
- a) the appointment and removal of members of the boards of directors;
  - b) the approval of all by-laws issued by the board;
  - c) authorization of all expenditures and commitments in excess of a fixed maximum.
- 12.25 Where outside auditors are appointed by government enterprises, the auditors report to the Provincial Auditor as well as to the enterprise by which they are hired.
- 12.26 Wherever possible, the Government assign only one function to any one agency.
- 12.27 Those responsible for implementing the government reorganization review all agencies which perform more than one function, with the object of determining whether it is practical and more efficient to separate or regroup these functions.
- 12.28 Any agency with mixed functions be classified according to its predominant activity.

#### Aspects of Decision-making (*Nine*)

- 13.1 For the purpose of the preparation of annual estimates, the Policy and Priorities Board continue to set priorities and targets based on a review of the multi-year forecasts; that the Management Board provide any needed additional guidelines to ensure compliance with policies and targets set by the Policy and Priorities Board; and that ministries, when submitting their estimates, offer supporting information to justify their proposals.

- 13.2 Ministry objectives be stated consistently in operational terms so they can guide decision-making; and that whenever an objective has to be clarified or modified during a decision-making exercise, this be formally noted, so that the new objective can be incorporated in future decisions.
- 13.3 The annual estimates presented to the Management Board include statements of measurable output and measurements of effectiveness, where applicable and that ministries be audited for performance as well as for expenditures.
- 13.4 The role of P.P.B.S. coordinators be primarily focused on motivating and assisting ministry managers in applying the P.P.B.S. management philosophy; and that such coordinators report at the highest practicable ministry level, preferably to the deputy minister.
- 13.5 Ministers and Public Service managers receive more practical education of high quality in the P.P.B.S. managerial philosophy and its application.
- 13.6 Wherever possible and practicable, support services provided on a government-wide basis and within a ministry be funded by the programs they serve and be included in the multi-year and annual estimates.

#### Management Information Systems *(Nine)*

- 14.1 To reduce duplication of effort among ministries, a common information system be developed for the use of ministry program managers and central management agencies; and that this information system be compatible with the principles of P.P.B.S., laying stress on output.
- 14.2 A task force be organized with a clear and strong mandate, together with the requisite responsibility, authority and financial resources, to design and develop a common information system for the Government of Ontario;  
 that a single organizational unit, with the required responsibility, authority and financial resources, be charged with the task of operating, modifying and maintaining the proposed system on behalf of the ministry managements and the central management agencies; and  
 that the unit be located in the Ministry of Treasury, Economics and Intergovernmental Affairs to ensure that



common needs across the Government are met effectively, as well as those of individual ministries.

- 14.3 An advisory committee be formed consisting of ministry program managers and central management officers to make certain that their joint information requirements are met by the common information system.
- 14.4 The accounting principles intended to form the basis of the common information system be defined before the new system is devised;
 

that both ministry program management and the central management agencies be involved in this process; and

that these accounting principles be applied to support the achievement of full costing of programs.
- 14.5 The present common object code be thoroughly reviewed by the task force and, if necessary, modified, or a new code or codes developed, to provide for the information requirements of the central management agencies as well as ministry management.
- 14.6 Managers be encouraged to use mathematical techniques to test the consequences of ministerial and interministerial decisions.

### Systems and Procedures *(Nine)*

- 15.1 The Management Board coordinate the activities of management science groups established in the ministries.
- 15.2 A small group in the Management Board be designated to:
  - ♦ coordinate management science activities in the ministries;
  - ♦ undertake investigative studies and implementation projects required by the Board; and
  - ♦ coordinate the development of an education program in management science techniques and their application.
- 15.3 The Management Committee, or another appropriate committee in each ministry and agency, be responsible for ensuring that the systems approach to problems be made an

integral part of plans devised to meet the program objectives of the ministry or agency.

- 15.4 The committee, as the senior management committee of the ministry concerned, whatever its title, take steps to:
  - a) provide a means of communication among branches on common systems problems and ideas;
  - b) set priorities for the systems and procedures projects of the branches within the Ministry;
  - c) ensure that resources supplied to projects are sufficient to meet the goals.
- 15.5 The A.D.P. systems coordinators, proposed in Interim Report Number Five, also be given responsibility for advising on all aspects of the use of non-mechanized systems and for processing all systems and procedures services.
- 15.6 Before projects are started, users establish written terms of reference for systems and procedures groups; that these embody elements found in sections 2.01, 3.01, 3.04, 3.05 and 3.06 of Chapter V - C of the Manual of Administration relating to the employment of outside consultants; and that such terms of reference be used for both internal and external systems and procedures groups.
- 15.7 As part of their career development, managers and potential managers who are interested and willing be seconded to systems and procedures groups for a period of six to twelve months.
- 15.8 Systems and procedures groups be integrated with A.D.P. systems groups in the Ministry of Government Services, except where separate groups are sanctioned by the Management Board.
- 15.9 Management Board establish its own group of systems analysts to undertake the studies it requires and not charge ministries for studies it initiates; and that such studies be treated as distinct from those carried out by the Ministry of Government Services at the request of ministries.
- 15.10 Systems and procedures courses now made available by the Government be re-evaluated and funds provided for their improvement.

- 15.11 Systems and procedures personnel be seconded to line positions or operating organizations at intervals of three to four years throughout their careers.
- 15.12 Management Board establish methods of coordinating all systems and procedures projects in order to eliminate wasteful duplication.
- 15.13 Projects be undertaken by teams combining user and systems staff.
- 15.14 Wherever practicable, a member of the user organization be the project leader and therefore accountable for the direction and success of the project initiated by the user.
- 15.15 The costs of systems and procedures work be charged to the organization for which the task is performed.
- 15.16 Before initiating a systems and procedures project, the ministry concerned conduct a feasibility study.
- 15.17 A study of project controls, including time and cost reporting, be established for all systems and procedures projects.
- 15.18 Reviews of completed projects be undertaken to assess their effectiveness.
- 15.19 Work measurement be carried out in areas of the Government where large numbers of people perform routine clerk work.
- 15.20 A Records Management Committee be established in each ministry to support the Records Officer in administering the records management program.
- 15.21 The Records Officer of a ministry be responsible for all aspects of records management, including forms control and micro-recording applications, as stated in Regulation 179/70; that he devote his full time to records management and be placed in the administration division.
- 15.22 In relation to the job specifications for the Records Officer series, it be recognized that such officers require technical skills distinct from those of systems and procedures officers, and that supervision of personnel is needed.

### Statistics (*Nine*)

- 16.1 New legislation be enacted to replace the present Ontario Statistics Act and that the new Act include clauses containing the following specific provisions:
  - a) the formation of an Ontario Statistical Bureau, with authority to collect statistical information;
  - b) standards of confidentiality which are at least as strict as those applying under the Statistics Act of Canada;
  - c) officers of the Ontario Statistical Bureau to be subject to penalties for violating confidence which would be substantially the same as those provided under Section 16 of the Statistics Act of Canada.
  
- 16.2 The Ontario Statistical Bureau have sole responsibility for conducting all government censuses and the authority to perform and control the gathering of government statistics.
  
- 16.3 The proposed Ontario Statistical Bureau be organized to perform the following functions for the Government:
  - a) provide sufficiently accurate, suitable and objective data for the economic policy and planning functions;
  - b) direct and coordinate statistical activity;
  - c) control all survey activities and conduct censuses;
  - d) contribute statistical skill of high calibre, including the capability to apply mathematical techniques to the analysis of economic problems;
  - e) protect the confidentiality of data collected for statistical purposes;
  - f) carry out joint studies, and act as liaison, with Statistics Canada;
  - g) provide statistical consultation services to ministries;
  - h) undertake research in statistical methods to improve the ability of the Government to attack problems not responsive to standard procedures;
  - i) establish statistical standards and definitions;
  - j) maintain an index to the major statistical files in the Government;
  - k) act as a focal point for the exchange of data and for statistical activity within the Government.



- 16.4 A coordinator be appointed by each ministry to maintain liaison with the proposed Ontario Statistical Bureau.
- 16.5 The proposed Ontario Statistical Bureau be located in the Ministry of Treasury, Economics and Intergovernmental Affairs as the sole organized statistical agency in the Government; and that the existing authority empowering ministries to gather statistics independently be rescinded.
- 16.6 The proposed Ontario Statistical Bureau be placed under the direction of a person chosen primarily for skill in management and communication; that the person appointed possess a good knowledge of statistics; and that all senior management positions in the Bureau be open to competition.

**Other (*One and Nine*)**

- 6.1 The Government consider making increased use of task forces, as defined by the C.O.G.P., to tackle problems crossing functional lines or involving more than one department or agency.
- 17.1 A program for the interchange of personnel between the public and private sectors be devised and administered by the Management Board as a means to develop managers in both sectors, and to promote among all concerned a better understanding of operations on both sides.

## C.O.G.P. STAFF

### Central Staff

The members of the C.O.G.P. Central Staff served for varying periods of time and in different capacities. With dedication and good cheer they shared in C.O.G.P.'s total commitment. The bringing together of directors and staff of different backgrounds and experience contributed immeasurably to the C.O.G.P.'s ability to adapt and adjust, to initiate and evaluate and, in the end, to reach its objectives. Their joint efforts are much appreciated. Many have assumed positions in ministries and agencies of the Government and are indirectly involved in implementing improvements.

#### **Harry S. Damp** *Coordinating Director*

Graduated from the University of Toronto with a Master of Commerce degree. Prior to joining C.O.G.P. he was a Partner of the firm of Kates, Peat, Marwick & Co., Management Consultants. As a member of the firm, he served in 1961 and 1962 with the Glassco Commission as Assistant Project Director of the Financial Management study. He was subsequently located in Ottawa as the firm's resident partner and directed many consulting assignments for departments and agencies of the Federal Government, Province of Newfoundland, Province of Nova Scotia, and Government of the Bahamas Islands. He is a member of the Ontario Institute of Management Consultants.

#### **Stanley H. Feldman** *Project Coordinator and Analyst*

His degrees include B.A., McMaster University, 1962; LLB; Osgoode Hall Law School, 1965, and MBA (International Business), New York University, 1971. He served as an Agreements Officer with the United Nations Development Program. Prior to joining C.O.G.P. he was Assistant to the President, M.G.M. International Inc. and is currently a Management Policy Officer with the Management Board Secretariat.

#### **Mary Louise Gaby** *Research Analyst*

She graduated with an Honours B.A. from the University of Toronto. She joined the Ontario Department of Education in 1965 in the Information Branch. Primary duties included editing publications and pamphlets, and writing reports and speeches for the Minister of Education. She was subsequently promoted to the staff of the Educational Planning and Analysis group and is now an Executive Officer with the Office of the Premier.

**John Graham** *Project Analyst*

He received a Bachelor of Arts degree with honours in mathematics and economics from Queen's University, and was a recipient of one of twelve Canadian Centennial International Fellowships leading to a Masters degree in Business Administration from York University. Prior to joining C.O.G.P. central staff, he was employed as a Research Economist with the Bank of Canada and then as Special Assistant to the Bank's Secretary. Currently he is an Executive Officer on the staff of the Office of the Premier.

**Peter Verity Gundy** *Research Analyst*

His degrees include B.A. from the University of Western Ontario, B.C.L. - Civil Law from McGill University, and M.Sc. in Economics from London School of Economics. He is a Member of the Bar of the Province of Quebec. He practised real estate and commercial law in Montreal prior to joining C.O.G.P.

**Alan Leslie** *Project Analyst*

He graduated from London University, England with a B.Sc., Civil Engineering, and obtained a certificate in Public Administration from, University of Toronto. In 1957, he joined the Ontario Department of Highways as a Construction Research Engineer. He was appointed Coordinator in 1965 for a two-year study of the department's Maintenance Management Practices, then was promoted to Director of the department's Management Services Office which dealt with management systems, program analysis and staff development. He is currently Director of the Electronic Computing Branch of the Ministry of Transportation and Communications.

**David Y. Lewis** *Project Analyst*

He obtained a B.A. from University College of Wales and an LLB from University College of London. He is a member of the English Bar at Gray's Inn and was also called to the Ontario Bar at Osgoode Hall in 1955. He joined the Ontario Department of Public Works as Director of the Legal Branch in 1958 and was subsequently promoted to Executive Director, Administration and Finance and later Executive Director, Property and Planning Division in that department. He is a Fellow of the Royal Society of Arts and Industry and a former Member of the Public Service Grievance Board. He is currently Deputy Secretary of the Cabinet.

**Pat Michener** *Research Officer*

She graduated from the University of Toronto, B.A., 1966 and Carleton University with a Bachelor of Journalism, 1967. She served as a night reporter with the Ottawa Citizen and as Assistant Editor of Canadian High News before joining the Ontario Department of Transport as a Public Relations Officer.

**Peter G. Mueller** *Project Analyst*

He has an Honours B.A. in Political Science and Economics from the University of Toronto. Prior to joining the central staff he was enrolled in the Administration Training Program of the Department of Civil Service which involved assignments with the Departments of Health, Education, Trade and Development, Correctional Services and the Treasury Board Secretariat.

**Stephen A. Otto** *Project Coordinator and Analyst*

His degrees include Master of Business Administration from Harvard, 1970; Bachelor of Arts in History from Cambridge, 1963 and Bachelor of Commerce from the University of Toronto, 1961. In the period 1963-1968, he was Manager, Real Estate for Toronto-Hamilton area, Dominion Stores Limited.

**Neil J.B. Parker** *Project Coordinator and Analyst*

He graduated from the University of Western Ontario in 1970 with an M.B.A. and from the University of British Columbia in 1965 with a BA.Sc. (Elect. Eng.). In the interval, he worked as a solid state design engineer for Lenkurt Electric Co. in B.C. In addition, he was a systems engineer with International Business Machines. He is now Director of Assessment Systems Development Branch in the Ministry of Revenue.

**Malcolm Rowan** *Project Analyst*

He has a B.A. (Economics and Political Science) from Queen's University and a Graduate Diploma in Public Administration from Carleton University. He joined the Federal Department of Trade and Commerce in 1959 as Assistant Trade Commissioner, Rio de Janeiro. In the period to 1969 he served as Consul and Trade Commissioner, Chicago, and then as Deputy-Assistant, Operations, Ottawa. He was enrolled in the Federal Career Assignment Program and served as Assistant Director, Policy Guidance with the Department of National Defence, and Director, Consumer Credit Control Division with the Department of Finance. He is currently Special Assistant to the Executive Officer in the Office of the Premier.



### **Richard Joseph Weiler** *Project Analyst*

He graduated from the University of Waterloo, 1963, with a B.A. and in 1965 with a M.A. Philosophy, and from the University of Toronto, 1969 with a M.S.W. His work experience includes serving as a teacher in Ignace, Ontario, then with the Children's Aid Society in Fort William, the Addiction Research Foundation, the Social Planning Council of Toronto, and as a member of the 12 Madison Project. He is currently a Management Policy Officer with the Management Board Secretariat.

### **Other Staff**

Other persons joined the study for various duties.

**Mrs. P. McKellar** was personal secretary to the Executive Director.

**Ms. Heather Wilson** served as receptionist and secretary to the Coordinating Director.

**Mr. S. C. Fullman**, Executive Officer in the Office of the Premier, was editor/writer for Interim Reports Three, Five, Six and Nine.

**Mrs. Mary Rodrik** assisted the Coordinating Director in the preparation and editing of reports, and the documentation of C.O.G.P. papers.

**Robert St. Jacques** and **Walter Haig**, M.B.A. students spent the summer months of 1971 assisting members of the central staff in special studies.

**Mr. Michael Polymeris** was messenger and dispatcher of reports and provided a variety of office services.

In addition we were supported by excellent services provided by others in the Ontario Government:

**Mr. Joe Halstead**, Manager of Printing Services, for meeting short deadlines for the production of reports and other printing services.

**Mrs. N. Briscoe** and **Mrs. B. Duclos** of the Temporary Help Services of the former Department of Civil Service for the provision of stenographers and typists.

**Mr. J. Busby**, **Mrs. V. Thorne** and **Miss J. Bowes** of Topical for including informative articles on C.O.G.P. in this public service publication.

**Mr. J.S. Woods**, Director, Financial Services Branch, Ministry of Revenue, for providing essential accounting services.

**Messrs. C.N. Watson and J. Bourne** of the Planning and Project Management Branch and **A.G. Wells and R. Cooke** of Property Management Branch of the Ministry of Government Services for accommodation services.

**Mr. L. Briscoe**, Director of Common Services Branch, and **J. McCormack**, former Director of Purchasing Branch of the Ministry of Government Services and his managers, for providing expeditious services regarding furniture, office equipment, mail, stationery and other essential areas of administration.

## APPENDIX 4

## MEMBERS OF PROJECT TEAMS

More than 100 persons from the public service and from outside the Government served as members of project teams on a full-time or part-time basis for varying periods of time. We greatly benefited from their assistance.

**Structure of Government Project**

<i>Project Director</i>	J.D. Fleck Executive Director, C.O.G.P.
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*Apex Study Team Members*

J. Graham	Research Analyst Central Staff, C.O.G.P.
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M. Rowan	Research Analyst Central Staff, C.O.G.P.
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*Departmental Structure Members*

A.R. Aird	Partner-in-Charge P.S. Ross and Partners
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M. Bieler	Consultant P.S. Ross and Partners
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J.G. Church	Regional Research Officer Municipal Research Branch Department of Municipal Affairs
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D. Crawford	Management Services Officer Treasury Board Secretariat
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Dr. S. Dolbey	Research Officer Municipal Research Branch Department of Municipal Affairs
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L. Feldman	Consulting Associate P.S. Ross and Partners
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S. Feldman	Research Analyst Central Staff, C.O.G.P.
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D.V. Fowke	Senior Partner Hickling-Johnston Limited
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Mary Louise Gaby	Research Analyst Central Staff, C.O.G.P.
J. Grimes	Management Services Officer Treasury Board Secretariat
R. Hakala	Management Services Officer Treasury Board Secretariat
B. Jones	Senior Consultant Hickling-Johnston Limited
A. Leslie	Research Analyst Central Staff, C.O.G.P.
D.Y. Lewis	Research Analyst Central Staff, C.O.G.P.
H.H. Meredith	Partner P.S. Ross and Partners
P. Mueller	Research Analyst Central Staff, C.O.G.P.
R. Smith	Senior Consultant P.S. Ross and Partners
R. Weiler	Research Analyst Central Staff, C.O.G.P.

#### Utilization of Human Resources Project

<i>Project Director</i>	R.W. Johnston Senior Partner Hickling-Johnston Limited
<i>Members</i>	
M. Algar	Executive Director Administration and Finance Division Department of Public Works
K.A. Cassac	Assistant Director Staff Development and Research Department of Civil Service



D. Hushion	Executive Director Manpower Services Division Department of Labour
M. Humphries	Partner Hickling-Johnston Limited
R.D. Johnston	Deputy Minister Department of Civil Service
B.V. Marmash	Partner Hickling-Johnston Limited
P.J. Moore	Senior Consultant Hickling-Johnston Limited
Mrs. P. Westwood	Senior Consultant Hickling-Johnston Limited
S.A. Otto	Research Analyst Central Staff, C.O.G.P.

#### **Automatic Data Processing Project**

##### *Project Director*

Dr. H.S. Gellman  
Associate Consultant  
DCF Systems Limited

##### *Members*

C. Bell	Computer Systems Consultant Computer Services Centre
A.M. Campbell	Manager, Information Systems DCF Systems Limited
K.A. Croswell	Director, Systems and Programming Analysis Branch Department of Trade and Development
W.B. Duffey	Director, Systems and Programming Branch Department of Treasury and Economics
G.A. Epp	Manager, Information Systems DCF Systems Limited

I.J. Ferguson	Computer Systems Consultant Computer Services Centre
W.R. Fowler	Director, Health Data Centre Health Insurance Registration Board
A.M. Gartshore	Deputy Registrar of Motor Vehicles Department of Transportation and Communications
S.J. Glasser	Manager, Research Planning Education Data Centre Department of Education
A.E. Goodwing	Director, Electronic Computing Branch Department of Transportation and Communications
N.K. Harris	Director, Systems and Programming Branch Computer Services Centre
N.R. Hayes	Manager, Information Systems DCF Systems Limited
M.R. Johnston	Senior Analyst DCF Systems Limited
G.A. Kaye	Director, Information Studies Department of Education
S. Landau	Manager, Information Systems DCF Systems Limited
R.P. Lemay	Senior Systems Analyst Department of Revenue
W.F. Nuss	Management Services Officer Treasury Board Secretariat
J.A. Orr	Director, Systems Development Department of Municipal Affairs
N.J. Parker	Research Analyst Central Staff, C.O.G.P.

Z.R. Patterson	Director of Education Data Centre Department of Education
D.W. Patterson	Director, Management Improvement Branch Computer Services Centre
W.W. Petryniak	Management Services Officer Treasury Board Secretariat
R.T. Reiman	Director, A.D.P. Standards Branch Treasury Board Secretariat
E.D. Schmid	Management Services Officer Treasury Board Secretariat
L.J. van Monsjou	Manager, Computer Services Centre
R.H. Westmore	Director, Records Services Branch Department of Tourism and Information
N. Yurchuk	Director, Systems and Programming Branch Department of Revenue

### **Real Property Management Project**

#### **Buildings and Structures**

<i>Project Director</i>	Gordon C. Gray President, A.E. LePage Limited
-------------------------	--

#### *Members*

P.E.H. Brady	President P.E.H. Brady Consultants Limited
J.C. Davis	Assistant to the President A.E. LePage Limited
Donald A. Dixon	Executive Assistant A.E. LePage Limited
Alistair A. Lessels	Consultant A.E. LePage Limited

J.C. Marshall	Assistant Vice-President A.E. LePage Limited
Herbert A. Noble	President Canadian Real Estate Research Corporation Limited
T.B. Pickersgill	Vice-President P.E.H. Brady Consultants Limited
D.S. Colville-Reeves	Assistant to the President A.E. LePage Limited

**Land Use Management**

<i>Project Director</i>	Phillip H. Beinhaker Partner Kates, Peat, Marwick & Co.
-------------------------	---

*Members*

William K. Best	Partner Kates, Peat, Marwick & Co.
Michel Chevalier	Associate Partner Kates, Peat, Marwick & Co.
John R. Hearn	Partner in-charge Kates, Peat, Marwick & Co.
John M. Henderson	Partner Kates, Peat, Marwick & Co.
Neil A. Irwin	Partner Kates, Peat, Marwick & Co.
Peter F.E. Lyman	Consultant Kates, Peat, Marwick & Co.
Richard A. McNally	Consultant Kates, Peat, Marwick & Co.
T. Douglas	Consultant Kates, Peat, Marwick & Co.



Howard White

Consultant

Kates, Peat, Marwick &amp; Co.

Stephen A. Otto and David Y. Lewis of C.O.G.P. Central Staff participated in both studies. In addition, a number of public servants assisted the study team in special areas of study.

### Financial Management Study

#### *Study Leader*

R.O. Moore

Partner

Woods Gordon &amp; Co.

#### *Participants*

The following persons participated in the study and in the work shop sessions:

H.M. Adamson

Executive Director

Department of Transportation and  
Communications

Dr. C. Christenson

Professor

Harvard University

H.S. Damp

Coordinating Director

C.O.G.P.

D. Holmes

Comptroller of Treasury

Department of Treasury and Economics

D.W. Maskens

Assistant Director

Department of Treasury and Economics

D. McCall

Director

Department of Treasury and Economics

G. McIntyre

Executive Director

Department of Treasury and Economics

W.B. Nichols

Executive Director

Department of Health

H. Ploeger

Director

Department of Treasury and Economics

M. Rowan	Research Analyst C.O.G.P.
D. Richardson	Principal Woods Gorden & Co.
E.H. Strauss	Executive Director Treasury Board Secretariat
B.A. Wilson	Director Program Development Branch Treasury Board Secretariat

### **Request for Proposal Study**

#### *Members*

E. Preston Manning	General Manager M & M Systems Research Ltd.
Bryn R. Jones	Consultant Hickling-Johnston Limited
Paul J. Gould	Consultant Hickling-Johnston Limited
R.J. Weiler	Central Staff, C.O.G.P.

### **Management Information Systems Study**

#### *Project Director*

Dr. H. S. Gellman  
DCF Systems Limited

#### *Members*

B. Burgetz	Analyst DCF Systems Limited
J.A. Cassils	Program Analyst Deputy Minister's Office Department of Treasury & Economics
Heather Fuller	Systems Consultant DCF Systems Limited

A.V. Godden	Director, Financial and Administrative Services Department of Financial and Commercial Affairs
N.K. Harris	Director, Systems and Programming Branch Department of Treasury and Economics
J. Hay	Management Science Office Treasury Board
N.R. Hayes	Manager, Information Systems DCF Systems Limited
S. Landau	Manager, Information Systems DCF Systems Limited
A. Leslie	Central Staff, C.O.G.P.
G.N. McAllister	Accounting Methods Officer Government Accounting Methods Branch Department of Treasury and Economics
N.J. Parker	Central Staff, C.O.G.P.

### **Systems and Procedures Study**

<i>Project Director</i>	Dr. H.S. Gellman DCF Systems Limited
<i>Members</i>	
D.F. Brady	Systems Analyst DCF Systems Limited
A.M. Campbell	Manager, Information Services DCF Systems Limited
S. Fairweather	Management Services Officer Management Services Division, Treasury Board

Heather Fuller	Systems Analyst DCF Systems Limited
P.F.L. Gow	Management Services Officer Management Services Division, Treasury Board
P.V. Gundy	Central Staff, C.O.G.P.
B.M. Hannigan	Senior Systems Analyst Department of Education
M.R. Johnson	Senior Consultant DCF Systems Limited
H.F. Kivi	Senior Analyst Department of Transportation and Communications
F.E.C. Neville (Mrs.)	Systems Analyst DCF Systems Limited
G.T. Pirouet	Management Services Officer Management Services Division, Treasury Board
S. Smith	Management Services Officer Management Services Division, Treasury Board
K. Taylor	Management Services Officer Management Services Division, Treasury Board
R.H. Westmore	Director, Records Services Branch Department of Public Records and Archives

**Communications and Information Services Project**

<i>Project Director</i>	R.V. Hicks, Q.C. Partner Hicks Morley Hamilton Steward Storie
-------------------------	---



*Members*

W. Cornell	President, Ward Cornell Limited
H.S. Damp	Central Staff, C.O.G.P.
R. Farr	Farr, Clarke and Associates
S.H. Feldman	Central Staff, C.O.G.P.
Mary Louise Gaby	Central Staff, C.O.G.P.
J. Graham	Central Staff, C.O.G.P.
P.V. Gundy	Central Staff, C.O.G.P.
J. Hendry	Management Services Officer Organization and Methods Services Branch Treasury Board Secretariat
M. Hicks	Director, Marketing/Communication Services Price Waterhouse Associates
G. Hopkins	President, Hopkins, Hedlin Limited
W. McKechnie	President, McConnell, Stevenson and Kellog
Pat Michener	Central Staff, C.O.G.P.
J. Morning	Editor, Ontario Economic Review Economic Analysis Branch Department of Treasury and Economics
D. Towers	Manager, International Communications Systems Management Services Division Treasury Board Secretariat
R. Weiler	Central Staff, C.O.G.P.

### Citizen Involvement

We are grateful to the following persons who participated in this study.

Lloyd Axworthy	Institute of Urban Studies Winnipeg, Manitoba
Ed Brezina	Department of Transportation and Communications
Sam Clasky	Department of Treasury and Economics
David Cole	Department of Provincial Secretary and Citizenship
John Graham	Central Staff, C.O.G.P.
Peter Gundy	Central Staff, C.O.G.P.
Dr. J.E. Hodgetts	Victoria University Toronto, Ontario
Neil Kotler	Dartmouth College Hanover, New Hampshire
Dr. Larry Lynch	St. Michael's College University of Toronto
Pat Michener	Central Staff, C.O.G.P.
Don Richmond	Ontario Economic Council
Ken Sharratt	Department of Transportation and Communications
Catherine Starrs	The Public Policy Concern Ottawa, Ontario
Gail Stewart	The Public Policy Concern Ottawa, Ontario
George Szablowski	Department of Political Science York University, Toronto

Dr. Frederick Thayer

University of Pittsburgh  
Pittsburgh, Pennsylvania

R.J. Weiler

Central Staff, C.O.G.P.

Dr. Tay Wilson

Department of Transportation and  
Communications

# MEMBERS OF ADVISORY COMMITTEES

C.O.G.P. is grateful to those who generously served on Advisory Committees to project teams.

## Utilization of Human Resources

Prof. R.C. Hodgson <i>Chairman</i>	Associate Professor School of Business Administration University of Western Ontario
H.W. Adcock	Assistant Deputy Minister (Engineering) Department of Transportation and Communications
Prof. N.K. Agnew	Professor and Director of Psychological Services York University
W.A.B. Anderson	Chairman Civil Service Commission of Ontario
George Lach	Assistant Vice-President (Personnel) Canadian National Railways
Roald Oss	Director of Personnel and Organization Department of Health
L. Ringham	Regional Director (Northwest) Department of Lands and Forests
J.S. Stephen	Assistant Deputy Minister (Administration) Department of Education
J.R. Thamer	Assistant Vice-President (Personnel) Bell Telephone Company

### Automatic Data Processing

J.C. Davidson <i>Chairman</i>	President Confederation Life Association
Prof. J.W. Abrams	Industrial Engineering Department University of Toronto
M.F. Anderson	Catalogue Order and Data Processing Simpson-Sears Limited
Prof. J.W. Graham	Director, Computer Centre University of Waterloo
Dr. H.W. Henderson	Executive Director Mental Health Division Department of Health
P.J. Jeannot	Vice-President, Computer and Systems Services Air Canada
Prof. C.E. Law	School of Business Queen's University
R.A. McDougall	Vice-President, Organization, Research and Systems Bank of Montreal
J.K.A. Moore	Director, Computing Services Division Ontario Hydro
O.M. Schnick	Executive Director Economic and Statistical Services Department of Treasury
H.H. Walker	Deputy Minister Department of Colleges and Universities

### Real Property Management

R.M. Thomson <i>Chairman</i>	Chief General Manager The Toronto-Dominion Bank
Stewart A. Andrews	President Community Development Consultants Limited



A.E. Diamond	President Cadillac Development Corporation Limited
L.B. Ecroyd	Executive Secretary Travel Industry Association of Canada
Dr. J. Gillies	Dean, Faculty of Administrative Studies York University
T.R. Hilliard	Deputy Minister Department of Public Works
H.A. Leal	Chairman Ontario Law Reform Commission
A.T.C. McNab	Deputy Minister Department of Transportation and Communications
J.C. Thatcher	Deputy Minister Department of Environment
Donald R. Wilson	General Manager The Niagara Parks Commission
Neil Wood	Executive Vice-President The Fairview Corporation Limited

#### **Communications and Information Services**

E.A. Pickering <i>Chairman</i>	Vice-President of Catalogue-Order Simpson-Sears Limited
W.E. Corfield	President, Corfield Associates Public Relations Services
Margaret Hamilton	Vice-President, Thomson Newspapers Limited
Peter Jackman	President, Queen's Park Press Gallery, Ottawa Journal
Betty Kennedy	Public Affairs Editor CFRB

D.A. Machum	Vice-President and Assistant to the President, Algoma Steel
W.J. McCordic	Director and Secretary-Treasurer Metropolitan School Board
John Muir	Publisher, Hamilton Spectator
Michael Warren	Deputy Provincial Secretary Department of Provincial Secretary and Citizenship

### **Management Information Systems and Systems and Procedures**

The Advisory Committee for Automatic Data Processing was augmented by three members who advised on these studies.

R. Carmen	Director, Planning and Development Treasury Board Secretariat
R. Hurlbut	President, General Foods
M. Warren	Deputy Provincial Secretary Department of Provincial Secretary and Citizenship

LIAISON OFFICERS

A senior member from each department and a number of agencies served as liaison officers. In a number of cases, successors were appointed resulting in a total of thirty-six who served in this capacity. We are indebted to them for devoting much time to our work and providing a vital communications link between our staff and departmental officials. Position titles are those applicable at the time of appointment.

R.J. Baker	Assistant Commissioner Ontario Provincial Police
L.J. Bolt	Chief Superintendent Ontario Provincial Police
G.H. Booth	Executive Assistant to Assistant Deputy Minister of Highways
V. Bozzer	Executive Officer Department of Municipal Affairs
G.W. Browne	Program Analysis Coordinator Department of Energy and Resources Management
A. Cameron	Executive Director Department of Trade and Development
R.D. Carmen	Planning Analyst Department of Lands and Forests
I.J. Cowan	Head, Management Services Department of Highways
B.S. Crowley	Executive Director Department of Revenue
B. Dalby	Director, Financial Consulting Services Department of Social and Family Services
J.P. Davey	Program Analysis Coordinator Department of Transport

D. Ferguson	Program Analysis Coordinator Department of University Affairs
J.R. Gibb	Director, Projects Evaluation Ontario Development Corporation
R.O. Gibson	Executive Assistant to the Deputy Minister Department of Revenue
A.V. Godden	Director of Administrative Services Department of Financial and Commercial Affairs
T.C. Grice	Secretary Ontario Hospital Services Commission
H. Hansen	Deputy Secretary to the Cabinet Department of the Prime Minister
M.L. Jeffery	Director of Planning and Audit Department of Civil Service
J.J. Kelly	Executive Director Department of Public Works
W.J. Lane	Assistant to the Deputy Minister Department of Health
D. MacKinnon	Executive Assistant to the Deputy Minister Department of Treasury and Economics
G.H. Markovich	Program Analysis Coordinator Department of Labour
C. McDonald	Director, Publicity Branch Department of Tourism and Information
T. Melnyk	Program Analysis Coordinator Department of Correctional Services
J.E. O'Meara	Associate Director of Farm Economics Department of Agriculture and Food

E.K. Pukacz	Executive Director Department of Justice
J.A. Queen	Coordinator of Systems and Procedures Department of Mines and Northern Affairs
E.J. Quick	Chief Educational Officer, Research Department of Education
F.N. Scott	Director Expenditure Audit Section Provincial Auditor
M. Slusarenko	Program Analyst Department of Correctional Services
E.F.H. Strauss	Executive Director Treasury Board Secretariat
S. Tenduf	Director, Personnel Administration Department of Civil Service
D.J. Vance	Executive Assistant to the Deputy Minister Department of Lands and Forests
N. Vetere	Executive Officer Department of Provincial Secretary and Citizenship
E.J. Whaley	Corporate Secretary Ontario Housing Corporation
M. Weissengruber	Assistant to the Chairman Ontario Water Resources Commission



## APPENDIX 7

## PRESENTATIONS BY SENIOR OFFICIALS

A number of senior officials of the Government came before the Committee in the initial period to make a presentation on the goals, objectives, programs and organization of the various departments and agencies and to suggest areas for study. The meetings were helpful and productive.

W.A.B. Anderson	Chairman, Civil Service Commission
H.D. Archibald	Executive Director Alcoholism and Drug Addiction Research Foundation
G.H.U. Bayly	Deputy Minister Department of Lands and Forests
E.M. Biggs	Deputy Minister Department of Agriculture and Food
M.Borczak	Deputy Minister Department of Social and Family Services
C.E. Brannan	Secretary, Treasury Board
A.S. Bray	Deputy Minister Department of Tourism and Information
K.C. Charron	Deputy Minister Department Of Health
S.W. Clarkson	Deputy Minister Department of Trade and Development
D.J. Collins	Chairman Ontario Water Resources Commission
A.R. Dick	Deputy Minister Department of Justice
D.P. Douglass	Deputy Minister Department of Mines and Northern Affairs

T.M. Eberlee	Deputy Minister Department of Labour
A. Etchen	Managing Director Ontario Development Corporation
G.E. Gathercole	Chairman Hydro Electric Power Commission
L. Hackl	Deputy Minister Department of Correctional Services
T.R. Hilliard	Deputy Minister Department of Public Works
R.D. Johnston	Deputy Minister Department of Civil Service
W.A. Johnston	Chairman Ontario Northland Transportation Commission
J.A. Kennedy, Q.C.	Chairman Ontario Municipal Board
H.I. Macdonald	Deputy Minister Department of Treasury and Economics
W.Q. Macnee	Deputy Minister Department of Transport
S.W. Martin	Chairman Ontario Hospital Services Commission
J.R. McCarthy	Deputy Minister Department of Education
A.T.C. McNab	Deputy Minister Department of Highways
W.H. Palmer	Deputy Minister Department of Municipal Affairs
F.J. Pillgrem	Deputy Minister Department of Financial and Commercial Affairs

J.K. Reynolds	Deputy Minister Department of the Prime Minister
E.A. Royce	Chairman Ontario Securities Commission
E.J. Shoniker	Chairman Ontario Highway Transport Board
E.H. Silk, Q.C.	Commissioner and Deputy Minister Ontario Provincial Police
G.H. Spence	Provincial Auditor
E.E. Stewart	Deputy Minister Department of University Affairs
H.W. Suters	Vice-Chairman and Managing Director Ontario Housing Corporation
J.C. Thatcher	Deputy Minister Department of Energy and Resources Management
H.H. Walker	Deputy Minister Department of Revenue
F.C. Wallace	Chairman Ontario Racing Commission
B.A. Wilson	Director of Program Review Treasury Board Secretariat
D.T. Wright	Chairman Committee on University Affairs
J.S. Yoerger	Deputy Minister Department of Provincial Secretary and Citizenship

VISITS TO OTHER JURISDICTIONS

During the period of September, 1970 to July, 1971, members of the Committee made brief visits to London, England; Stockholm, Sweden; Ottawa; Washington; Albany, New York and Sacramento, California to hold discussions with senior government officials. By close examination of other jurisdictions they were able to obtain information on organization, and management and administrative practices useful to the C.O.G.P. study. Published material on subjects of particular interest was researched prior to the visits which were timed to coincide with the development of recommendations for inclusion in our written reports. Therefore, the major subjects for discussion differed to some extent and covered current interests.

Much valuable information was obtained on the major projects, described in Section 3. Primary interest was in top level administration, although a wide range of topics was discussed:

- ♦ the top level decision-making process;
- ♦ the role and relationships of Ministers or their counterparts;
- ♦ departmental and agency structures for program delivery;
- ♦ practices for recruitment, training motivation and development of managers;
- ♦ systems and responsibilities for program planning and evaluation;
- ♦ approaches to and experiences in implementing change;
- ♦ the applicability of new management techniques to government.

We acknowledge our appreciation for the cooperation and assistance given by the many persons with whom we met.

Great Britain

Sir William Armstrong, M.P.	Parliamentary Secretary, Civil Service Department
P. R. Baldwin	Under Secretary Public Expenditure Control
I. P. Bancroft	Under Secretary
Michael Bridgeman	Treasury

T. Caulcott	
D. J. Chapman	Principal Executive Officer Civil Service Department
F. W. Cooper	Deputy Secretary, Management Services
K. E. Couzens	Under Secretary, Output Budgeting
A. A. Creamer	Under Secretary
J. Gunn Hale	Department of Environment Organization and Establishment Department of Civil Service, Secretary to Senior Management Committee
David Howell, M.P.	Parliamentary Secretary
D. Lovelock	Under Secretary, Government Procurement Ministry of Technology
Maurice MacMillan, M.P.	Chief Secretary to the Treasury
J. F. Mayne	Assistant Secretary, Cabinet Office
Dick Meyjes	Department of Civil Service
N. G. Morrison	Deputy Secretary Personnel and Management, Civil Service Department
William Plowden	Conservative Party Research Staff
Keith Robertson	Cabinet Office
Chris Sanders	Conservative Party Research Staff
Marc Schreiber	Office of the Conservative Party
D. J. Stephen	Under Secretary Civil Service Department
Sir Burke Trend	Secretary to the Cabinet
F. D. Walker	Assistant Secretary Management Services Division



Sweden

Nils Holgerson	Managing Director, Pripp-Bryggerierna AB
Erik Hook	Ministry of Finance, Head of Long-Range Planning Division
Arne Jurbrandt	Assistant to the President Pripp-Bryggerierna AB
Lars Lindmark	Ministry of Finance, Head of National Audit Office
Per Lindstrom	Ministry of Labour and Housing
Jonas Norrby	Head of State Power Board
Lennart Ohrstrom	Administrative Director State Power Board
Erik Petersson	Undersecretary, Ministry of Industry
Per Sundberg	Professor, Head of the Institute for English speaking students
Bengt Thufwesson	Secretary, Ministry of Labour and Housing
John Wallden	The Swedish Institute
Sten Westerberg	Undersecretary, Ministry of Finance
Krister Wickman	Minister of Industry

Ottawa

Discussions were held with many persons associated with the Federal Government including the following:	
A. R. Bailey	Assistant Secretary Treasury Board Planning Branch Organizational Division
John Carson	Chairman, Public Service Commission
S. Cloutier	Deputy Minister National Revenue Taxation
Hon. C. M. Drury	President of the Treasury Board

**Ottawa** *(Continued)*

Francis Fox	Special Assistant Prime Minister's Officer
E. Gallant	Deputy Secretary to the Cabinet (Federal Provincial Relations)
D. G. Hartle	Deputy Secretary, Treasury Board, Planning Branch
A. M. Henderson	Auditor General
A. W. Johnson	Secretary of the Treasury Board
Marc Lalonde	Principal Secretary Prime Minister's Office
Hon. Maurice Lamontagne	The Senate, Ottawa
G. Osbaldeston	Deputy Secretary Treasury Board
Laurent Picard	Canadian Broadcasting Corporation
B. Nixon	Director of Briefing Room Privy Council Office
Ernie Steele	Former Under Secretary of State
O.G. Stoner	Deputy Minister Ministry of Transport
Dave Thomson	Regional Adviser Prime Minister's Office

**Washington**

Dr. J. Carlson	Assistant to the Deputy Director for Special Projects, O.M.B.
William Gorham	Director, The Urban Institute
W. W. Haase	Deputy Assistant Director, Statistical Policy and Management Information, Systems Division, O.M.B.

**Washington (Continued)**

Roger Jones	Consultant, Office of Management and Budget
William Kolberg	Assistant Director for Program Coordination, O.M.B.
Dr. W. Niskanen	Assistant Director for Evaluation, O.M.B.
Andrew Rouse	Secretary, President's Advisory Council on Reorganization (Ash Council)
Robert Smith	Executive Officer, President's Commission on Personnel Interchange

**Albany, New York**

Gerry Billings	Director, Program Analysis and Coordination Unit
D. David Brandon	Director, Program Development, Urban Development Corporation
Richard L. Dunham	Director of Budget, Executive Department, Division of the Budget
Mrs. C. Flack	Director of Institution Services, Department of Mental Hygiene
Dr. N. T. Hurd	Director, State Operations
Robert Kerker	Director of Management Unit, Division of Budget
William F. Murray	Administrative Director, Department of Civil Service
General A. C. O'Hara	Commissioner, Office of General Services
Ron Pederson	Assistant Commissioner, Department of Environmental Conservation
David Shad	Research Budget, Policy and Programs Group, Department of Transportation

**Albany, New York** *(Continued)*

Richard A. Wiebe	Director, Office of Planning Services
H. Williams	Office of Planning Services, Executive Department

**Sacramento, California**

Edwin W. Beach	Chief, Department of Finance Budget Division
Albert C. Brown	Program Budget Manager Department of Finance
James Crumpacker	Cabinet Secretary, Governor's Office
Michael Deaver	Assistant Executive Secretary Governor's Office
Kenneth F. Hall	Deputy Director, Department of Finance
Harold B. Haught	Vice-President, Pacific Telephone
Verne Orr	Director, Department of Finance
A. Alan Post	Legislative Analyst
Robert A. Smith	Assistant Director for Research and Technology, Office of Management Services
Edwin W. Thomas	Assistant Cabinet Secretary Governor's Office
Charles Tyson	Governor's Office

CONTRIBUTIONS FROM INDIVIDUALS

Prominent individuals of diverse interests were invited to meet with members of the Committee and its central staff to discuss significant topics. These meetings brought a fresh point of view and were most useful in the development of our recommendations. We appreciate the interest they stimulated and their contribution to our studies.

R. W. Bonner	President and Chief Executive Officer Macmillan Bloedel Limited Vancouver, B.C.
Dalton Camp	Camp Associates Advertising Limited Toronto, Ontario
Michel Chevalier	Department of Environmental Studies York University Toronto, Ontario
Dr. C. Christenson	Harvard School of Business Administration Cambridge, Massachussetts
N. Coates	Norman Coates and Associates Policy Planning and Organizational Development Ottawa, Ontario
P. Cornell	Economic Council of Canada Ottawa, Ontario
W. A. Cranston	Chairman, Ontario Economic Council Toronto, Ontario
J. Davey	Prime Minister's Office Ottawa, Ontario
Dr. G. B. Doern	Director, School of Public Administration Carlton University Ottawa, Ontario
M. Henderson	Auditor General of Canada Ottawa, Ontario



J. E. Hodgetts	Professor of Political Science University of Toronto Toronto, Ontario
R. Joyner	Faculty of Administrative Studies York University Toronto, Ontario
G. Kaye	Planning and Analysis Staff Department of Education Toronto, Ontario
Herman Kahn	Hudson Institute Croton-on-Hudson New York, New York
Hon. Eric Kierans	Professor of Economics McGill University Montreal, Quebec Former Minister of Communications Ottawa, Ontario
Dr. P.R. Lawrence and Dr. J. W. Lorsch	Harvard School of Business Administration Cambridge, Massachusetts
Hon. E. Manning	The Senate Ottawa, Ontario
Hon. J. C. McRuer	Ontario Law Reform Commission Former Chief Justice of Ontario Toronto, Ontario
Dr. J. Ricks	Thistletown Regional Centre for Children and Adolescents Thistletown, Ontario
P. Silcox	Professor of Political Economy University of Toronto Toronto, Ontario
D. A. Smith	Chairman, Economic Council of Canada Ottawa, Ontario
Dr. F. Thayer	Graduate School of International Public Affairs University of Pittsburgh Pittsburgh, Pennsylvania
N. T. Wilson	Faculty of Administrative Studies York University Toronto, Ontario
Dr. D. Wright	Chairman Ontario Committee on University Affairs Toronto, Ontario

SUBMISSIONS OF BRIEFS

Written submissions were invited from the individuals and groups in the Province by advertisements placed in Ontario newspapers in September, 1970, and from the public service by articles in Topical. Submissions were considered fully and referred to project and study teams or to the appropriate department or agency of Government for attention and action. The views of the general public were essential to our understanding of the problems facing government today and we appreciate their intent.

Briefs from Organizations

- Action Committee on Day Care, Toronto
- Canadian Council on Urban and  
Regional Research, Ottawa
- Association of Canadian Commercial Colleges
- Canadian Manufacturers Association, Toronto
- Canadian Renderers Association, Toronto
- City of St. Catherines, Ontario
- Environics Research Group Ltd., Toronto
- I.B.M. Canada Ltd., Toronto
- Institute of Chartered Accountants
- Kettle Creek Conservation Authority, Aylmer, Ontario
- Kitchener Chamber of Commerce
- Ontario Association of Architects, Toronto
- Ontario Association for the Mentally Retarded, Toronto
- Ontario Council for the Arts, Toronto
- Ontario Government Librarian's Council
- Ontario Municipal Personnel Association, Toronto
- United Community Services of Greater London

Briefs from Individuals

- |                              |                        |
|------------------------------|------------------------|
| Chief Judge H. T. G. Andrews | Brampton, Ontario      |
| C.H. Billing                 | Niagara Falls, Ontario |
| N. C. Brown                  |                        |
| W. L. Brown                  | Ottawa, Ontario        |
| T. I. Campbell               | Toronto, Ontario       |
| M. A. Chinen                 | Toronto, Ontario       |

Keith A. Clarke	Vineland Station, Ontario
I. J. Cowan	Downsview, Ontario
N. Coxall	Toronto, Ontario
Mrs. Pauline Currey	Toronto, Ontario
E. H. Edge	Toronto, Ontario
Stan Farquhar, M.P.P.	Elliot Lake, Ontario
David Ferguson	Toronto, Ontario
G.A. Frerheller	Ottawa, Ontario
Miss Cheryl Froud	London, Ontario
Clarence A. Fudge	North Bay, Ontario
Louis Gallifeau	North Bay, Ontario
George R. Grant	Toronto, Ontario
L. E. S. Green	Toronto, Ontario
Mrs. Mabel Greenfield	Milton, Ontario
Mr. & Mrs. R. G. Harrington	Kingston, Ontario
J. D. Harris	Downsview, Ontario
R. Glen Hodgson, M.P.P.	Toronto, Ontario
Prof. F. W. P. Jones	London, Ontario
C. D. Kent	London, Ontario
M. D. Kirk	Owen Sound, Ontario
D. S. S. MacKenzie	Toronto, Ontario
A. E. MacRae	Ottawa, Ontario
Mrs. M. Majesky	Downsview, Ontario
Mac McGugan	Thornbury, Ontario
Mrs. Helena McNeill	Kemble, Ontario
Vernon E. Mills	Toronto, Ontario
David Minhinnick	London, Ontario
R. J. Moynan	North Bay, Ontario
V. C. Onslow	Niagara-on-the-Lake, Ontario
J. E. Peden	Thunder Bay, Ontario
W. R. Redelmeier	Toronto, Ontario
Ross Reilly	Sault Ste. Marie, Ontario
Ernest Richter	Toronto, Ontario
Mrs. J. D. Robinson	Markdale, Ontario

Howard L. Rosen	Downsview, Ontario
D. R. Shaw	Toronto, Ontario
John Steel	Windsor, Ontario
A. G. Stemas	Downsview, Ontario
John A. Steward	Ailsa Craig
Herbert B. Such	Goderich, Ontario
Mrs. Claire Swanson	Toronto, Ontario
Mrs. M. L. Taylor	London, Ontario
D. C. Thrush	Belleville, Ontario
Mrs. Mary Tremblay	Timmins, Ontario
J. S. Trew	Kingston, Ontario
A. Urbanowicz	Downsview, Ontario
George Wagner	Sudbury, Ontario
D. R. Walling	Lindsay, Ontario
Mrs. E. Watson	Downsview, Ontario
Ted J. Weerdenberg	Burlington, Ontario
D. A. Willis	Ottawa, Ontario
J. S. Woods	Toronto, Ontario

## APPENDIX 11

## SENIOR PROJECT ASSOCIATES FOR THE U.H.R. PROJECT

Senior officers of the Government were invited to serve as project associates to the U.H.R. project team. Their role included consideration of recommendations of the project team as they were being developed from the standpoint of noting implementation strategies and possible problems that might be encountered. They were kept informed on the rationale behind the recommendations; thus, they were in a position to interpret and explain them to departmental managers and staff.

Department of Agriculture and Food	Dr. D. N. Huntley Executive Director Education and Research Division
Department of Civil Service	M. H. Copland Executive Director
Department of Correctional Services	Douglas Penfold Executive Director Professional Services Division
Department of Education	Dr. E. J. Quick Assistant Superintendent
Department of Energy and Resources Management	J. W. Filby Director, Personnel Branch
Department of Financial and Commercial Affairs	A. V. Godden Director of Administrative Services
Department of Health	W. B. Nichols Executive Director Financial and Administrative Services
Department of Highways	Alan Leslie Head, Management Research Branch
Department of Justice	A. A. Russell, Q. C. Assistant Deputy Minister (Administration of Justice)



Department of Labour	M. K. Dibble Executive Director Finance and Administration
Department of Lands and Forests	A. J. Herridge Chief, Timber Branch
Department of Mines and Northern Affairs	G. R. Guillet Chief, Resident Geologist
Department of Municipal Affairs	W. G. Ritchie Executive Director Administration and Finance Division
Ontario Development Corporation	H. J. B. Nevitt Director Innovations and Training
Ontario Housing Corporation	George Fulford Personnel Director
Ontario Provincial Police	H. H. Graham Assistant Commissioner Alternate Albert H. Bird Assistant Commissioner Field Division
Ontario Water Resources Commission	Fred Voegelé Assistant General Manager
Provincial Auditor	H. J. McLaughlin, C.A. Director of General Audits
Department of Public Works	J. J. M. Kelly Executive Director Administration and Finance Division
Department of Revenue	Brian Crowley Executive Director Administration Division
Department of Social and Family Services	Dorothea Crittenden Assistant Deputy Minister

Department of Trade and  
Development

Anne Cameron  
Executive Director  
Finance and Administration  
Division

Department of Transport

W. J. McIntyre  
Director, Driver Branch

Department of Treasury Board

E. F. H. Strauss  
Executive Director

Department of Treasury and  
Economics

A. W. Nethery  
Director  
Government Accounts Branch

Department of Tourism and  
Information

Dr. P. Klopchic  
Director  
Travel Research Branch

Department of University  
Affairs

A. P. Gordon  
Assistant Deputy Minister

MEMBERS OF SYSTEMS REVIEW COMMITTEE OF U.H.R. PROJECT

Of assistance to us were those who served on Systems Review Committees, studying policies and systems on the major aspects affecting personnel management.

Compensation Committee

B. V. Marmash <i>Chairman</i>	Partner Hickling-Johnston Ltd.
Miss E. Aboud	Senior Standards Development Officer Department of Civil Service
H. M. Adamson	Financial Comptroller Department of Highways
D. Bray	Senior Recruitment Officer Department of Civil Service
H. D. Burt	Chief Classifications Officer Department of Civil Service
H. Copland	Executive Director Department of Civil Service
S. J. Deudney	Operational Audit Branch Department of Revenue
M. L. Jeffery	Director, Planning and Audit Department of Civil Service
W. A. Lobraico	Principal Personnel Officer Department of Health
V. E. Peperkorn	Position Admin. Officer Department of Labour

### Counselling Committee

K. A. Cassac <i>Chairman</i>	Assistant Director Staff Development and Research Department of Civil Service
W. T. Belyea	Consultant Hickling-Johnston Limited
J. Clark	Senior Staff Development Officer Department of Civil Service
W. T. Foster	Chief, Forest Protection Branch Department of Lands and Forests
A. R. Hawkshaw	Director of Personnel Department of Agriculture and Food
Mrs. J. Lynch	Staff Development and Research Branch Department of Civil Service
G. M. Patrick	Director, Employee Service Department of Civil Service
M. Weissengruber	Assistant to the Chairman Ontario Water Resources Commission
Mrs. P. Westwood	Consultant Hickling-Johnston Limited

### Fringe Benefit Committee

M. Humphries <i>Chairman</i>	Partner Hickling-Johnston Limited
Dr. L. R. Betcherman	Director, Women's Bureau Department of Labour
A. S. Clark	Director, Immigration Branch Department of Trade and Development
J. D. Gordon	Superintendent, Admin. Group Insurance Section Department of Treasury and Economics

R. A. Nix	Director, Actuarial Services, Management Services Division, Treasury Board Secretariat
D. J. Penfold	Executive Director, Professional Services Department of Correctional Services
W. E. Rooke	Senior Staff Relations Officer Treasury Board Secretariat

#### **Personnel Information Systems Committee**

M. J. Algar <i>Chairman</i>	Executive Director Administration and Finance Department of Public Works
R. F. Green	Senior Audit Officer Planning and Audit Branch Department of Civil Service
Mrs. J. Gunther	Office Manager Pay and Classifications Standards Department of Civil Service
M. Harris	Manager, Management Information Services Department of Civil Service
Miss G. Walshe	Manpower Resources and Statistics Officer Recruitment Branch Department of Civil Service

#### **Policies, Regulations and Staff Relations Committee**

R. D. Johnston <i>Chairman</i>	Acting Chairman Ontario Water Resources Commission
T. F. Harcourt	Legislative Counsel's Office Department of Justice
D. Lewis	Central Staff, C.O.G.P.
J. McGee	Partner Hickling-Johnston Limited
J. R. Scott	Director, Staff Relations Treasury Board



## Recruitment Committee

D. E. Hushion <i>Chairman</i>	Executive Director Manpower Services Department of Labour
H. Copland	Executive Director Department of Civil Service
I. Cowan	Director of Personnel Department of Highways
A. P. Gordon	Assistant Deputy Minister Department of University Affairs
Mrs. E. M. McLellan	Director of Recruitment Department of Civil Service
S. A. Otto	Central Staff, C.O.G.P.
W. G. Ritchie	Executive Director Administration and Finance Department of Municipal Affairs
Mrs. A. Taylor	Senior Recruitment Officer Department of Public Works
R. W. Tribe	Chief of Personnel Services H.I.R.B., Department of Health
G. R. Wilkins	Pay Research Officer Department of Civil Service

## Training and Development Committee

D. E. Hushion <i>Chairman</i>	Executive Director Manpower Services Department of Labour
H. Copland	Executive Director Department of Civil Service
K. L. Coupland	Administrator of Contracts Applied Arts and Technology Branch Department of Education

S. Davidovich	Director Staff Development and Research Department of Civil Service
G. E. Grundy	Superintendent of Insurance and Registrar of Loans and Trust Companies Department of Financial and Commercial Affairs
D. Lewis	Central Staff, C.O.G.P.
Mrs. E. M. McLellan	Director of Recruitment Department of Civil Service
R. L. McNeil	Director of Personnel Department of Education
S. Tenduf	Director of Personnel Department of Transport

## APPENDIX 13

## AUTOMATIC DATA PROCESSING AD HOC COMMITTEE

A special committee of government officers, knowledgeable in Automatic Data Processing was formed to assist the central staff of C.O.G.P. in drafting appropriate terms of reference for a project team and a study program to examine the use of computers in the Government.

W. Fowler	Director, Data Centre Health Insurance Registration Board
L. Green	Scientific Policy Advisor to the Chairman of The Computer Services Board
H. Howden	Assistant Deputy Minister Administration Department of Highways
T. Woods	Chief Financial Services Department of Highways
R. Reiman	Director, A.D.P. Standards Branch Treasury Board
W. Lehman	Director, Systems and A.D.P. Branch Department of Labour
L. Tobias	Director of Administrative Services Ontario Water Resources Commission

MEMBERS OF REAL PROPERTY AD HOC COMMITTEE

The following persons assisted C.O.G.P. central staff in drafting terms of reference for the project on Real Property Management.

R. Carmen	Planning Analyst Department of Lands and Forests
H. F. Gilbert	Executive Director Department of Highways
C. H. Spence	Planning Branch Department of Public Works
D. F. Walton	Chief Agent, Administration Department of Highways
D. G. Wells	Director, Buildings Management Department of Public Works

**APPENDIX 15****COMPOSITION OF IMPLEMENTATION TEAM**

An Implementation Team was established by the Management Board and reported to it.

T. M. Eberlee	Deputy Minister Management Policy
T. P. Adams	Director Management Policy Branch
S. H. Feldman	Senior Management Policy Advisors
D. G. Heagle	
W. J. Lane	
F. Moritsugu	
W. W. Petryniak	
A. I. Rands	
R. C. Smith	
R. J. Weiler	



SUPPLEMENTARY PROJECTS FOR RESOLUTION OF PROGRAM  
COMPONENT PLACEMENTS

Project No.	Policy Field/Ministry	Description
1	(A.D.P. Study)	Study of Impact of A.D.P. Report on Ministry of Transportation and Communications
2	Justice/Resources Development	Organizational placement of vehicles and drivers program
3	Justice	Organizational placement of Athletics Commission
4	Justice	Organizational placement of the Safety and Technical Services Division
5	Justice	Organizational placement of the Mine Safety and Public Protection Program
6	Justice	Organizational placement of the Human Rights Commission
7	Resources Development	Study of the disposition of the Conservation Authorities Branch
8	Management Board	Requirements of the Management Board Secretariat
9	Finance and Inter-governmental Affairs	Analysis of Government Accounts Division
10	Justice	Organizational Placement of Provincial Secretary's residual programs
11	(Provincial Secretary)	Organizational placement of Probation Services
12	Social Development/Resources Development	Placement of Industrial Training
13	Social Development	Placement of E.T.V.
14	Social Development/Resources Development	Placement of Agricultural Education
15	Resources Development/Social Development	Organizational responsibility for housing seasonal agricultural workers
16	Finance and Intergovernmental Affairs	Boundary alternatives
17	Finance and Intergovernmental Affairs/Natural Resources	Organizational placement of the Northern Affairs Branch
18	Social Development/Government Services	Organizational placement of the Records Services Branch
19	Public Protection/Solicitor General/Trade and Industry	Nomenclature Study

APPENDIX 17

SUPPLY POLICIES AND PROCEDURES SUBMITTED TO  
MANAGEMENT BOARD

The Committee for the Development of Supply Policies and Procedures has submitted recommendations to the Management Board:

Recommendation	Present Status
1. Appointment of a Director for the development of printing and publishing policies and procedures.	Approved and Implemented
2. Directive on the development and promulgation of supply policies and procedures (See C.O.G.P. Recommendations 3.1 and 3.2). Production and distribution of a Manual of Supply for Operators of the Government Supply System.	Approved and Issued
3. Establishment of a Users' Advisory Committee on Government Duplicating Service to set priorities and control costs.	Approved and Implemented
4. Dissolution of central purchasing committee; Management Board and its committees to ratify standards and procedures on supply set up by Ministry of Government Services (Supply and Services Division).	Approved and Implemented
5. Guidelines for collective purchasing arrangements with a view to economies in large-volume buying.	Approved and Implemented
6. Ministry of Transportation and Communications to take over purchase and disposal of all motor vehicles.	Approved and Implemented
7. Directive on policies and procedures for the servicing and repair of office machines.	Approved and Issued
8. Directive on establishment of small volume copy centres (C.O.G.P. Recommendation 3.5)	Approved and Issued
9. Directive on phasing out of existing printing equipment in ministries similar to that maintained by Central Duplicating Service.	Approved and Issued
10. Directive establishing supply entitlement standards for personalized stationery to minimize varieties.	Approved and Implemented
11. Directive authorizing the Government stationery service as the common services agency for stationery and office supplies within the Queen's Park complex.	Approved and Implemented
12. Directive specifying that touch-tone and other speed dialing telephone features are not standard equipment, hence may not be ordered.	Approved and Implemented











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